

Evaluation of the Richmond City Continuum of Juvenile Justice Services Pilot Program

Final Report

Prepared By

Department of Criminal Justice Services

Criminal Justice Research Center

*for the Chairs of the Senate Finance and House Appropriations
Committees*

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**Evaluation of the Richmond City Continuum of
Juvenile Justice Services Pilot Program: Final Report**

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I. OVERVIEW

In 1994, the Virginia General Assembly provided funding to assist development of the Richmond City Continuum of Juvenile Justice Services. Although some community-based programs were in existence at that time, such as those operated through the 13th District Court Service Unit (CSU), these funds allowed the development of additional programs to form a comprehensive continuum of services for juveniles in the City of Richmond. The Continuum was designed to provide adjudicated youth in Richmond with a wide range of community-based programs and services, and to provide a series of graduated sanctions that increase in intensity as the number and severity of offenses increase. The program operates through a Memorandum of Agreement between the Virginia Department of Juvenile Justice and the Richmond City Department of Juvenile Justice Services.

In 1995, the General Assembly directed the Department of Criminal Justice Services (DCJS) to evaluate the Continuum, and subsequent legislative sessions continued the evaluation directive through the year 2000. Therefore, the conclusions presented in this report are based on an examination of approximately five years of Continuum operation. During this time, the Continuum has gone through continuous change, both in the numbers and types of programs it provides.

The evaluation strategy incorporated a number of activities to examine both Continuum processes/procedures and program outcomes. These activities included reviews of participants' Court and CSU records, program attendance and participation records, and supplementary criminal record data. In addition, evaluators conducted surveys of juvenile justice professionals, Continuum juveniles, and their parents or guardians.

It appears that the Continuum has had some positive effects on the Richmond City juvenile justice system, especially as rated by program participants and juvenile justice professionals involved with the programs. There also is evidence that participation in the Continuum may reduce the seriousness of subsequent charges. Furthermore, the Continuum has maintained juveniles in the community and reduced the number of Richmond youth being committed to the state juvenile justice system. However, some basic measures of program success, such as program graduation rates and recidivism after leaving the Continuum, indicated problem areas that require significant improvement. It also appears that in many instances, programs are not operating as a series of escalating, graduated sanctions as intended. Finally, findings indicate that most Continuum programs use some treatment strategies that are known to be ineffective.

In light of these findings, evaluators recommend that the 2000 General Assembly continue funding for the Richmond Continuum of Juvenile Justice Services program during the 2000-2002 biennium, as indicated by the 2000 Budget Bill. During this time, RDJJS should develop an action plan to continue funding necessary programs beyond FY2002. In addition, evaluators have also identified several areas where program administration and outcomes may be improved. Specific recommendations were developed to address:

- reviewing the program philosophy, goals and objectives;

- reviewing the program structure/placement hierarchy;
- refining the system to incorporate more effective strategies and possibly eliminate unnecessary programs;
- conducting a standardized needs assessment;
- refining existing programs to better address critical needs (education, substance abuse, psychological problems, family issues, and aftercare);
- improving program monitoring;
- improving data collection and information management;
- implementing a comprehensive data system;
- establishing a collaborative case review, supervision, and consultation system;
- improving communication methods;
- augmenting partnerships with community organizations; and
- developing internal strategies to continue ongoing evaluation.

A complete review of the findings and recommendations is provided in this report. A separate executive summary of this project and its findings can be found in the document, *Evaluation of the Richmond City Continuum of Juvenile Justice Services Pilot Program, Final Report (2000): Executive Summary*, which is available upon request from DCJS.

II. REPORT AUTHORITY AND PURPOSE

Item 448 of the 1998 Budget Bill directs the Department of Criminal Justice Services (DCJS), in consultation with the Department of Juvenile Justice (DJJ), to continue to evaluate the results of the Richmond City Continuum of Juvenile Justice Services pilot program (see Appendix A). The 1998 Budget Bill further directs DCJS to provide the General Assembly with a progress report and a final report on the project. As requested, the progress report was submitted to the General Assembly in September 1998. The deadline for the final report was extended until July 1, 2000. This document will serve as the final report.

DCJS produced a preliminary report on the Continuum program in late 1995 as directed by Item 576B(3) of the 1994 Budget Bill. DCJS also produced an interim report (House Document No. 50, 1997) and an additional report on the Continuum program (House Document No. 43, 1998) as directed by Item 476B(3) of the 1996 Budget Bill.

III. INTRODUCTION

The philosophy of graduated sanctions systems is explained below, followed by a description of the Richmond Continuum of Juvenile Justice Services.

The Philosophy of Graduated Sanctions

In response to high rates of serious and violent crime by juveniles, the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) is promoting the adoption of graduated sanction systems (OJJDP, 1994; OJJDP, 1995). The purpose of graduated sanction systems is to provide a variety of sanctions and services that progress in intensity as the severity and chronicity of offending increases.

OJJDP has developed a systematic approach that communities can adopt in planning and implementing graduated sanctions and services for juvenile offenders. This approach includes:

- delinquency prevention activities targeted at youth who may be at-risk for breaking the law;
- immediate interventions for first-time delinquent offenders (misdemeanors and nonviolent felonies) and nonserious/misdemeanor repeat offenders;
- intermediate sanctions for first-time serious or violent offenders or offenders who fail to respond successfully to immediate interventions; and
- secure corrections for serious, violent, and chronic juvenile offenders.

In the ideal continuum system, graduated sanctions are integrated with other community resources to address the needs of juvenile offenders. Additional community resources may include the services of state and local agencies such as local police, social services, child welfare, health, mental health, and schools. Furthermore, this system should be based on the use of individual risk and needs assessments as a means of objective decision-making regarding

juvenile placements. These assessments allow each offender to be placed at the continuum level that best addresses individual needs while also adequately protecting the public.

OJJDP selected five states -- Iowa, Texas, Maryland, Florida, and Rhode Island -- to receive technical assistance for developing comprehensive approaches to juvenile delinquency using graduated sanctions systems. Although Virginia has not received this specific assistance, there have been a number of juvenile justice reform initiatives incorporated into the Code of Virginia in recent years. For example, the Virginia Juvenile Community Crime Control Act (VJCCCA) was passed in 1996. In addition to strengthening the laws allowing juveniles to be tried as adults, the VJCCCA directed localities to develop community-based alternatives to confinement. VJCCCA attempts to address the issue of overcrowding in juvenile facilities, and also provides opportunities for implementing graduated sanctions systems which give judges more treatment options. The Virginia Department of Juvenile Justice (DJJ), which administers VJCCCA, has conducted training and developed technical assistance resource materials to assist localities in their community planning. As a result of VJCCCA, localities in Virginia now have a greater array of dispositional options available to them than they did a few years ago.

Richmond Continuum of Juvenile Justice Services

In 1994, the Virginia General Assembly appropriated funds to the Virginia Department of Youth and Family Services (now known as the Virginia Department of Juvenile Justice) to establish new community-based programs and services for adjudicated juveniles in the City of Richmond. The new programs and services augmented the existing system, creating a wider range of dispositional options called the Richmond City Continuum of Juvenile Justice Services (see Figure 1). The Virginia Department of Juvenile Justice (DJJ) entered into a formal Memorandum of Agreement with the City of Richmond to establish and fund the Continuum. While the Richmond Department of Juvenile Justice Services (RDJJS) administers and supervises the Continuum at the local level, a group of Stakeholders also advises and acts as a resource to the Continuum system. The Stakeholders include representatives from many public and private child service agencies in the City of Richmond, the DJJ regional office, the 13th District Court Service Unit (CSU), and the Richmond City Juvenile and Domestic Relations (J&DR) Court. Implementation of the Richmond City Continuum began in 1995.

RDJJS states that the mission of the Continuum is “to promote public safety, to reduce recidivism, and to prevent juvenile delinquency through a continuum of services that empowers all participants to achieve measurable success.”

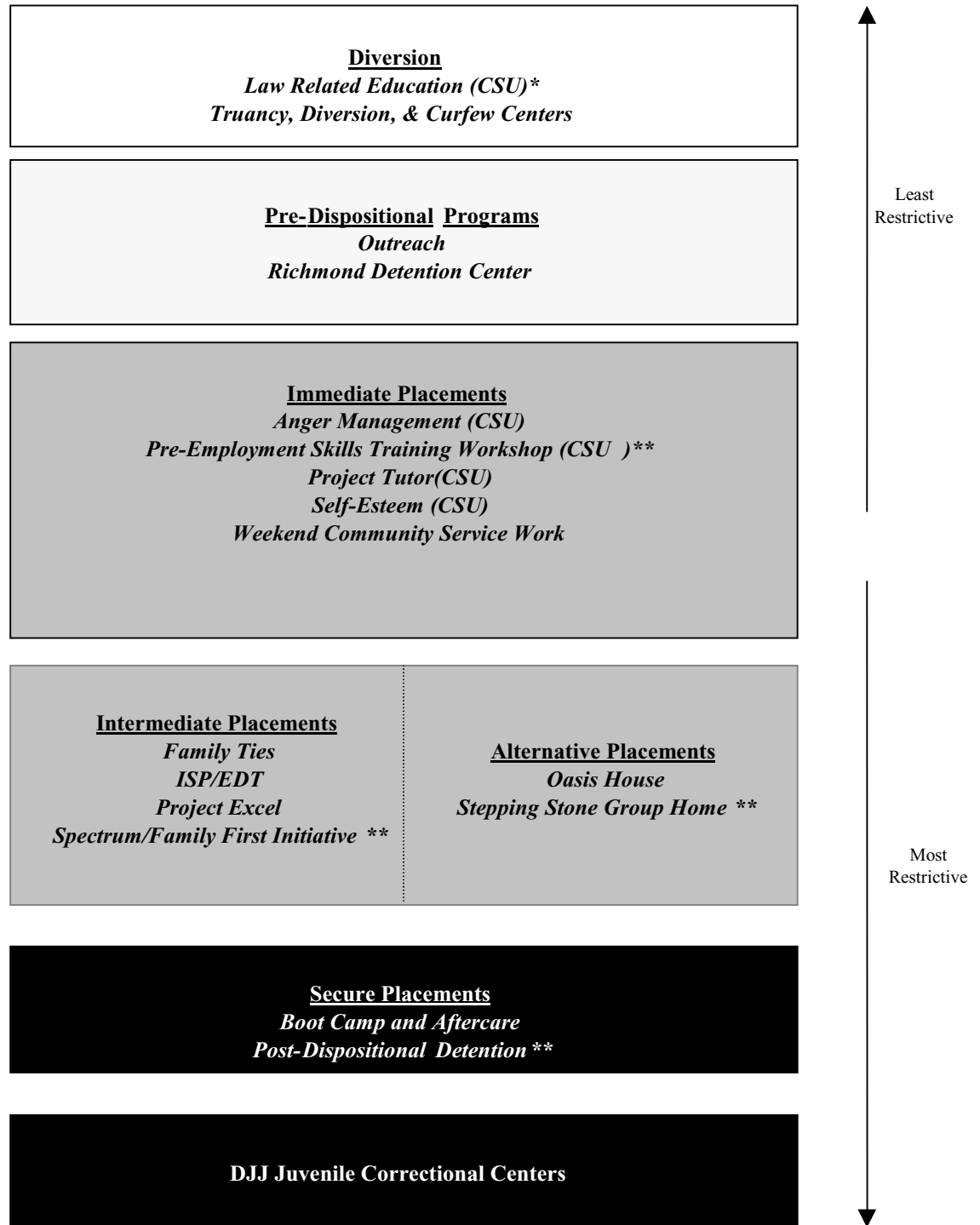
The main goals of the Richmond City Continuum may be characterized as follows:

1. To hold juvenile offenders accountable for criminal behavior with appropriate sanctions which fit the severity of the offense.
2. To meet the needs of adjudicated juveniles by providing a diverse range of services.
3. To retain offenders in the community by providing them with community-based services, while simultaneously increasing community safety.

Figure 1

Overview of Richmond City Continuum Placement Hierarchy

Juveniles in the Continuum may be placed into any of the following programs:



*This program is also used as an Immediate Placement.

**This program is no longer operational.

To achieve these goals, the Stakeholders defined the following objectives:

- Increase public education and awareness.
- Ensure that Continuum youth successfully complete residential and community programs.
- Increase school performance.
- Provide appropriate educational services and programs for Continuum youth with special needs.
- Ensure that Continuum youth attend substance abuse treatment classes and groups, implement random drug testing, and develop substance abuse treatment programs for this population.
- Ensure that Continuum youth complete aftercare and Intensive Supervision programs, and create and advocate for support systems for Continuum youth.
- Increase family counseling and family support services to Continuum youth and their families.
- Create vocational and job skill opportunities, assist in acquiring job skills, and teach positive values to Continuum youth.
- Create new and more effective programs for juveniles, and make the public and lawmakers aware of juveniles' unique needs.

Stakeholders assert that by meeting specific objectives in these areas, the Continuum may affect the Richmond City community in the following ways:

- Increase the public's feelings of safety and confidence.
- Reduce juvenile delinquency through the provision of residential and community-based programs for Continuum youth.
- Improve educational outcomes and reduce the drop-out rate.
- Reduce substance abuse among Continuum youth.
- Reduce recidivism among Continuum youth.
- Increase accountability and help mend families.
- Provide opportunities for Continuum youth to acquire pro-social values and vocational and life skills.
- Advocate for youth and promote juvenile justice system reforms.

These goals and objectives have remained consistent since the inception of the Richmond Continuum. New programs are continually being implemented to address the needs of juvenile offenders and meet these goals and objectives. As of August 1997, the following new programs were introduced into the Continuum: Intensive Supervision Program (ISP), Extended Day Treatment (EDT), Boot Camp/Boot Camp Aftercare, Spectrum/Family First Initiative, Family Ties, Weekend Community Service Work, Law Related Education, Anger Management, Pre-Employment Skills Training Workshop, and the Southside Truancy, Diversion & Curfew Center. Programs established after January 1998, which were not part of the previous evaluation report, include an additional Truancy & Diversion Center to process first-time and minor juvenile offenders on the Northside of Richmond, an extended day program to address the needs of female offenders, an employment program to assist juveniles with paying restitution, and a

juvenile drug court to integrate alcohol and other drug treatment services with justice system processing. The majority of Continuum programs are community-based and offer a range of services through cooperation, in part, with other state and city agencies, such as Virginia Health Center, Richmond Public Schools, Richmond Behavioral Health Authority, Richmond Department of Parks and Recreation, and Richmond's Human Services Commission.

Programs established before the Continuum was implemented also continue to change and/or implement new services. For example, several programs, including the Stepping Stone Group Home and the Post-Dispositional Detention Program, have been eliminated. In addition, many programs have made significant changes to their content and the requirements for program completion, such as the amount of time juveniles are required to be at the program site. Furthermore, several of the private vendors that administered Continuum programs have been replaced with new service providers. Thus, the Continuum can be conceptualized as a dynamic system, which continually changes in an attempt to meet the diverse needs of the juvenile population.

Management Structure

Most of the programs in the Richmond City Continuum of Juvenile Justice Services are administered and supervised by RDJJS. RDJJS is staffed by a director¹, deputy director, senior budget analyst, quality control monitor, administrative officer, and administrative secretary. Many of the city's juvenile justice services, including detention and group home services, are under the aegis of RDJJS. Several Continuum programs have been contracted out to private vendors, but also report to RDJJS. The acting director of RDJJS reports to the Richmond Deputy City Manager.

In addition, a number of grant-funded programs are staffed by volunteers and administered by Richmond's CSU. These programs, which are also considered to be part of the Continuum system, include Law Related Education, Self-Esteem, Anger Management, Project Tutor, and Pre-Employment Skills Training Workshop. Currently, there is a paid coordinator who oversees the volunteer programs.

Stakeholders

As noted previously, Richmond's Continuum is advised by a group of Stakeholders (see Appendix B). Stakeholder meetings were established to provide an opportunity for representatives of Continuum programs, the CSU, and J&DR judges to communicate. When the Continuum was initially established, the Stakeholders met monthly to discuss the development of programs and to provide a forum for problem-solving. Stakeholders' meetings are now held on a quarterly basis to develop ideas for new programs and share information on existing programs. The Richmond J&DR Court judges routinely attended most of the early Stakeholders' meetings, but docket schedules now reportedly restrict their attendance. Currently, the judges are represented at the Stakeholder meetings by the Chief Operations Officer of the Richmond J&DR Court. In addition, the Acting Director of RDJJS meets with the CSU Director, the DJJ Regional Manager for the 13th District CSU, the Court Staff, the Court Clerk, the Court Liaison, the Chief

¹ In April 1999, the director resigned, and this position has been assigned to an acting director.

Operations Officer and the Chief Judge of the Richmond J&DR Court at least once per month.

When an issue arises that the Stakeholders want to investigate further, a subcommittee is formed to address the specific topic. The subcommittee reports its findings and recommendations to the Stakeholders for debate and discussion. The Stakeholders have used subcommittees in a variety of situations. For example, one subcommittee was formed to address the high prevalence of substance abuse by juvenile offenders and their families. As a result of the recommendations of this subcommittee, the City successfully applied for and received a planning grant from the federal Bureau of Justice Assistance to develop a Drug Treatment Court for Richmond's J&DR Court. More recently, subcommittees were formed to address recommendations from the 1998 DCJS evaluation report. The progress of these subcommittees is reported in the *Recommendations* section of this report.

The Stakeholders also hold an annual retreat each June. The purpose of the 1999 retreat was "to build on existing initiatives, and prepare and evaluate new avenues for the New Millennium" (*Minutes of the Stakeholders' Retreat, June 1999*). The retreat was attended by private vendors who administer some of the Richmond Continuum programs, Richmond City staff, Richmond CSU staff, and RDJJS staff. Representatives from the Public Defender's Office, Richmond Behavioral Health Authority, and the East District/Families First Initiative also attended.

Funding

The Richmond Continuum receives funding from a variety of sources. In 1994, the General Assembly appropriated funds to augment existing services for juveniles, and the city was required to provide a match to those funds. Richmond used the majority of these appropriated funds and the City's match for the management and support staff for their Boot Camp and Boot Camp Aftercare, Intensive Supervision Program, and Extended Day Treatment program. Continuation funds were appropriated by the General Assembly for the 1996-1998 and 1998-2000 biennial budgets. Additional funds have been obtained from VJCCCA appropriations, the Block Grant program from DJJ, and other state grant programs. The FY1999 budget for RDJJS is shown in Table 1.

The continuum system in the City of Richmond also includes programs that are not funded through RDJJS. A number of programs are operated by the 13th District CSU, including probation services and volunteer programs (for example, Anger Management). Funding for these programs comes directly from the total CSU budget. The functions of the CSU encompass a range of services including juvenile intake, investigations, probation services, domestic relations services, and community service work. Continuum activities are but a subset of the CSU's total function. The total CSU budget for FY1999 was \$2,154,709 in State funds and \$113,696 in City funds. City funds support the leasing and maintenance of city vehicles, transportation, rental of the Southside CSU office, and telephone services. State funds are used for operations and personnel. There are approximately 36 probation officers employed at the 13th District CSU, including 4 probation officers senior and 2 intensive probation officers. Although funding cannot be broken down by program, a significant share of the work performed by the CSU focuses on delinquency.

In addition, the Drug Treatment Court Program received an award in FY1999 for \$393,504 in federal funds to operate the program over a two-year period. The City of Richmond provided \$200,000 in matching funds to fully fund the program.

Table 1 FY1999 Continuum Program Budget: Richmond Department of Juvenile Justice Services			
Program	State Funds	City Match	Program Total
State – Continuum Appropriation			
Boot Camp	\$335,000	\$165,000	\$500,000
Boot Camp Aftercare	\$174,288	\$85,843	\$260,131
Intensive Supervision	\$214,400	\$105,600	\$320,000
Extensive Day Treatment	\$214,400	\$105,600	\$320,000
Juvenile Justice Administration*	\$454,291	\$144,071	\$598,362
Subtotal	\$1,392,379	\$606,114	\$1,998,493
State – Block Grant Program			
Juvenile Detention Center	\$1,469,243	\$1,292,811	\$2,762,054
Subtotal	\$1,469,243	\$1,292,811	\$2,762,054
State – VJCCCA			
Outreach/Electronic Monitoring	\$361,277	\$130,080	\$491,357
Truancy, Diversion, & Curfew	\$195,234	\$62,676	\$257,910
Youth Services	\$29,824	\$70,775	\$100,599
Stepping Stone Group Home	\$182,624	\$158,342	\$340,966
Oasis House	\$80,506	\$24,000	\$104,506
Family Ties (Family Preservation)	\$138,866	\$102,034	\$240,900
Subtotal	\$988,331	\$547,907	\$1,536,238
State – Grants Programs			
DCJS Juvenile Justice & Delinquency Prevention (Project Excel)	\$73,000		\$73,000
DCJS Juvenile Justice & Delinquency Prevention (TDCCs)	\$41,920		\$41,920
Subtotal	\$114,920		\$114,920
TOTAL FUNDING – FY1999	\$3,964,873	\$2,446,832	\$6,411,705

*NOTE: For FY1999, \$20,000 of the funds shown for this line item were used to operate the Project Payback program from December 1998 through June 1999.

IV. EVALUATION METHODOLOGY

This evaluation served several different purposes: (1) to provide updated descriptions of existing Continuum programs and preliminary reviews of new programs that developed during the evaluation effort, (2) to describe the juveniles who are referred to the Continuum programs, (3) to review program participation and successful/unsuccessful discharge rates, (4) to examine characteristics of juveniles who successfully complete individual Continuum programs, (5) to examine reoffense patterns for juveniles in the Continuum, (6) to determine if the Continuum is operating as a graduated sanctions system, (7) to collect feedback from offenders and their families about their experiences as Continuum participants, (8) to assess professional reactions to specific Continuum programs and the Continuum system more generally, and (9) to examine treatment services provided by Continuum programs.

The evaluation incorporated qualitative and quantitative data from a number of different sources. The primary areas of study, along with a description of data sources used for each topic, are described in detail below.²

Program Assessments

Background Interviews and Observations

Before planning the methodology for the current evaluation, interviews were conducted with the director of RDJJS, the director of Richmond's CSU, and each of the Continuum program managers in Spring 1998. Evaluators collected information on changes to Continuum programs and the Continuum system since the 1998 DCJS evaluation report was produced.

To gain a better understanding of Richmond's J&DR Court processing and facilitate interpretation of court file documentation, evaluators also observed a total of 85 hearings at the Richmond J&DR Court. The types of hearings observed included detention, juvenile delinquency adjudications, juvenile delinquency dispositions/reviews, Children in Need of Services (CHINS) adjudications, Children in Need of Supervision (CHINSUP) adjudications, CHINS & CHINSUP dispositions/reviews, and truancy.

Review of Court Files and CSU Files

Juveniles included in the CSU and court file reviews were randomly selected from Continuum program rosters from two time periods. First, Continuum program staff provided rosters of juveniles who had been referred to their programs between January 1995 and February 1997. At least 75% of juveniles from each program were selected from these rosters. These juveniles were included in the findings from the 1998 DCJS evaluation report, and evaluation staff continued to track these juveniles for the current report. CSU and court files were reviewed for a total of 261 of the juveniles from this time period.

² Data collection, interview, and survey instruments are not included in this document due to length; they may be obtained from the Department of Criminal Justice Services.

To increase the sample size and identify juveniles who participated in Continuum programs more recently, program staff provided rosters of juveniles who were referred to a Continuum program between March 1997 and March 1998. For this time frame, at least 75% of juveniles were sampled from all programs, except Anger Management and Project Tutor. For these two programs, only 50% of the juveniles were selected due to the large number of participants. CSU and court files were reviewed for an additional 286 juveniles from this second time period.

Thus, CSU files and court files were reviewed using the same procedures for all 547 juveniles in the sample. Most findings, therefore, combine samples from both time frames. For some analyses, specifically those that relate to program status and participation, data were only available for the new sample. Findings that relate to the new sample only are indicated throughout the report. Table 2 shows all programs that were included in the case file review. In addition, this table presents the time frames from which all juveniles in the sample were selected for the CSU and court file review³.

Table 2		
CSU and Court File Review: Sampling Time Frames Of Continuum Program Rosters		
Program Name	Earliest Referral Date	Latest Referral Date
Anger Management	7/1/96	3/31/98
Boot Camp and Boot Camp Aftercare	1/1/96	3/31/98
Family Ties	7/1/96	3/31/98
Independent Living Program*	7/1/96	2/28/97
ISP/ EDT ⁴	4/1/95	3/31/98
Law Related Education**	3/1/97	3/31/98
Oasis House	7/1/96	3/31/98
Post-Dispositional Detention ⁵ *	1/1/95	2/28/97
Pre-Employment Skills Training Workshop**	3/1/97	3/31/98
Project Tutor	7/1/96	3/31/98
Safe Haven (now called Project Excel)**	2/3/98	3/31/98
Self-Esteem**	3/1/97	3/31/98
Spectrum/Family First Initiative*	7/1/96	2/28/97
Stepping Stone Group Home	7/1/96	3/31/98
Weekend Community Service Work	1/1/97	3/31/98

* These programs were no longer part of the Richmond City Continuum at the beginning of the second sample period.

**These programs were not reviewed in the 1998 DCJS evaluation report.

³ In addition to the 547 files that were located and reviewed from both sampling timeframes, we were unable to locate files for 12 individuals who were chosen for the sample from the program rosters.

⁴Although ISP and EDT are separate programs, they are combined for analytical purposes throughout this report, unless otherwise noted. A significant number of juveniles participated in both programs, which are operated from the same physical location, and juveniles may be transferred from one program to the other if their behavior indicates the need for a transfer. Therefore, it was difficult to distinguish which program was the primary placement for many juveniles in these two programs.

⁵ The Post-Dispositional program was not operating from 5/1/95 through 10/1/95 due to overcrowding in the Richmond Juvenile Detention Center.

Both court files and CSU files were reviewed to obtain complete court history and social history information on each juvenile in the sample. Juvenile court files provided the most complete record of court activity, including:

- court histories of abuse or neglect,
- offense and dispositional history of the juveniles, and
- recidivism following program placement⁶.

CSU files provided the most complete social history information. The following information was obtained from these files:

- juvenile demographics,
- family histories,
- educational history and problems (e.g., number of repeated grades),
- employment history,
- number of children born to juveniles,
- substance abuse and psychological disorders of the juvenile, and
- substance abuse and court history of family members.

Although the 13th District CSU meets DJJ minimum record keeping standards, these standards do not require documentation of all of the above information in each CSU file. Therefore, some data elements were missing in many cases.

Program Status and Service Utilization Data

Program status and service utilization data were obtained for a subset of juveniles from the file review sample discussed above, specifically, juveniles who were sampled from program rosters between March 1997 and March 1998.⁷ Program staff from ISP/ EDT, Boot Camp, Weekend Community Service Work, Oasis House, Family Ties, Stepping Stone Group Home, and Safe Haven provided information on both final program status (i.e., successful or unsuccessful discharge) of juveniles and length of time in program. For the CSU administered programs (e.g., Law Related Education, Anger Management, Project Tutor, Self-Esteem, and Pre-Employment Skills Training Workshop) and the Boot Camp Aftercare program, evaluators reviewed program attendance sheets and discharge statements to obtain similar information. This information was used to describe service utilization for each of the Continuum programs.

Data from the Central Criminal Record Exchange (CCRE)

To follow-up on juveniles in the file review sample who had turned 18 years old by the time of data collection, and who were therefore no longer under the jurisdiction of the 13th District J&DR Court, evaluators also reviewed adult criminal records maintained by the Virginia State Police. The names, birthdates, and social security numbers of all juveniles in the sample were submitted to the Central Criminal Record Exchange (CCRE) database to determine if any

⁶ Recidivism was based on the number and types of new petitions filed following program placement.

⁷ As an exception, these data were obtained for the subset of juveniles sampled from the Post-Dispositional program between January 1, 1995 and March 1, 1997, due to elimination of this program in early 1997.

offenders had incurred a criminal adult arrest or conviction after participating in the Richmond City Continuum. In some cases, sentences for adult convictions were also available.

Preliminary Program Evaluations

In addition to the programs reviewed through file review activities, preliminary program evaluations were conducted for the Southside Truancy, Diversion, & Curfew Center and the Northside Truancy & Diversion Center, which are jointly referred to as the TDCCs. In addition, preliminary evaluations of two of the newest Continuum programs, specifically Project Payback and Drug Treatment Court, were also conducted. These programs opened later than all other Continuum programs; therefore, the sampling time frame was much more recent for these juveniles. Preliminary evaluations focused on the number of juveniles served, as well as the participation levels of the juveniles enrolled in these programs. Limited outcome information was also collected for the TDCCs and Project Payback, but the follow-up period between program placement and data collection was quite short for these juveniles. Thus, only those juveniles who reoffended within a very short time period were identified in our analysis.

Truancy, Diversion & Curfew Centers (TDCCs). Preliminary evaluations of the TDCCs were conducted to determine the number of juveniles who were processed and served by those programs between September 1, 1998 and June 30, 1999. TDCC staff provided evaluators with information on the number of juveniles processed for curfew and truancy violations. They also provided information on attendance and participation for juveniles referred to diversion programs. In addition, the Intake Officers at both sites tracked a sample of diversion juveniles using the DJJ Juvenile Tracking System (JTS) to identify juveniles who reoffended during a 6-10 month follow-up period.

Project Payback. The Human Services Commission of Richmond provided evaluators with information on program completion and restitution payments for all court-involved juveniles who were referred to the Project Payback program between December 1, 1998 and June 30, 1999. This is the time period in which the program received funding from RDJJS. In addition, evaluators reviewed CSU files for all court-involved juveniles in this sample to determine the rate of reoffending.

Drug Treatment Court. Drug Treatment Court program staff provided evaluators with program participation information and drug screen results for all juveniles who participated in the program between April 1999 and December 1999. Court histories were not reviewed for the juveniles in this sample because none had graduated at the time of data collection.

Participant and Professional Feedback

Surveys of Parents and Juveniles Involved in Continuum Programs

Juveniles and parents/guardians involved in Continuum programs were surveyed from September 1998 through June 1999. Respondents were assured that their answers were confidential and would not be shown to program or court staff. Evaluators developed questions

to determine: (1) how well juveniles and parents understood the requirements of the program, (2) whether there were changes in the juveniles' attitudes and behaviors after program participation, and (3) whether respondents would or would not recommend the program to other juveniles.

Two methods were used to administer the surveys to juveniles and parents:

- For programs with a standard number of group sessions (Law Related Education, Anger Management, Project Tutor, Self-Esteem, Pre-Employment Skills Training Workshop, Boot Camp, and all diversion programs at the TDCCs except Parent/Child Mediation), evaluation staff personally distributed surveys to juveniles who attended the program's graduation session. Parents or guardians who were present at the graduation were also asked to complete surveys. When parents did not attend, juveniles took surveys home for parents to complete and mail back to the evaluators in self-addressed, stamped envelopes.
- For programs with individual case closings rather than final group sessions at which all juveniles are present (Boot Camp Aftercare, Oasis House, Family Ties, Weekend Community Service Work, Parent/Child Mediation at the TDCCs, ISP, EDT, Outreach, Stepping Stone Group Home, and Project Excel), juveniles and parents were surveyed at the completion of the program by their case manager. Juveniles and parents sealed their completed surveys in envelopes and gave the envelopes to their case manager. Evaluation staff instructed case managers on the survey administration protocols and retrieved the sealed envelopes from the program staff at regular intervals.

Juveniles and parents were surveyed near program completion to ensure that they had enough experience with the programs to answer all of the survey questions. Therefore, most of the juveniles who completed these surveys were successfully discharged from the Continuum programs. Juveniles who dropped out of the programs unexpectedly or who did not complete the program requirements were usually not available to complete the survey forms.

Surveys and Interviews of Juvenile Justice Professionals

Interviews with Richmond City J&DR Court judges and surveys of the Richmond juvenile justice professionals were conducted to obtain professional feedback. Surveyed professionals included probation officers, managers and staff from sixteen Continuum programs (Family Ties, Project Tutor, Self-Esteem, Pre-Employment Skills Training Workshop, Anger Management, Law Related Education, Oasis House, ISP, EDT, Boot Camp/Boot Camp Aftercare, Outreach, Stepping Stone Group Home, Weekend Community Service Work, Project Excel, Northside TDCC, and Southside TDCC), Assistant Commonwealth's Attorneys, public defenders, and court-appointed juvenile attorneys.

These professional interviews and surveys elicited opinions on the following aspects of the Richmond City Continuum:

- the purpose of the Continuum,
- how well the Continuum communicates program updates,
- the appropriateness of admission criteria for Continuum programs,
- services provided by program staff,

- parental participation and consequences given to parents who do not cooperate with program requirements,
- familiarity with Continuum programs,
- changes in juveniles who participated in Continuum programs,
- the effect of the Continuum on work activities and efficiency,
- Continuum programs that are particularly effective or ineffective,
- how effective the Continuum programs are in meeting juveniles' needs, and
- suggestions for improving specific Continuum programs and the Continuum system more generally.

In addition, a brief interview was conducted with the Acting Director of RDJJS to gain information on administrative progress towards the attainment of system goals.

Compatibility of Continuum with Existing Research Literature

Review of Therapeutic Activities

Researchers also conducted a literature review of juvenile justice strategies that have been previously evaluated. The findings were used to develop a brief interview instrument, with the intent of obtaining a better understanding of the types of services received by the juveniles who participated in each program. Consequently, brief phone interviews were conducted with program managers and staff in Spring 2000 to obtain a current description of the therapeutic activities incorporated into each program. These activities were compared to strategies shown by research to be effective or ineffective, and this information was used to assess the appropriateness of the services offered by Continuum programs.

V. CONTINUUM PROGRAM DESCRIPTIONS

To provide a comprehensive picture of the range of sanctions and services in the Richmond City Continuum, programs funded by the 1994/1996 Appropriations Acts, as well as programs funded by other sources, are discussed below. The information in this section reflects activities as reported by program managers. Specific program characteristics for each Continuum program included in this report are provided in Table 3. These characteristics include program admission criteria (e.g., age, offense history), program type (e.g., residential or non-residential), staff-to-youth ratio, referral sources (e.g., judges, probation officers, or both), and program capacity. In addition, program utilization information for the July 1999-December 1999 time period is presented. This time period was chosen because many of the programs began documenting program utilization in a consistent manner as of July 1, 1999. This time frame also provides a relatively recent picture of program usage.

The following Continuum programs are described in this section:

- Anger Management (CSU)
- Boot Camp and Boot Camp Aftercare
- Extended Day Treatment (EDT)
- Family Ties
- Intensive Supervision Program (ISP)
- Law Related Education (CSU)
- Oasis House
- Post-Dispositional Detention
- Pre-Employment Skills Training Workshop (CSU)
- Project Excel
- Project Tutor (CSU)
- Self-Esteem (CSU)
- Spectrum/Family First Initiative
- Stepping Stone Group Home
- Truancy, Diversion, and Curfew Centers (TDCCs)
- Weekend Community Service Work

Detailed descriptions of these programs follow Table 3. When relevant, significant programming changes that occurred since Continuum implementation are also discussed. Brief descriptions of traditional sentencing options available to the court (i.e., secure detention, probation services, community service work, and DJJ commitment), and Continuum programs implemented after January 1998 (Project Payback and Drug Treatment Court) are also presented. No further evaluation of the traditional sentencing options is included in this report; however, preliminary outcome evaluations of both Project Payback and the Drug Treatment Court follow the more intensive evaluations of the older Continuum programs.

Table 3 General Characteristics of Continuum Programs as Described by Program Managers						
Program Name	Admission Criteria	Program Type	Staff-to-Youth Ratio	Referral Source(s)	Total Program Capacity	Utilization Rate (UR) for July 1999 to December 1999 time period
Anger Management (CSU)	<ul style="list-style-type: none">Any intake or court-involved juvenile may participate	Non-residential	1:8	Judges	22	Did not operate during this time period.***
Boot Camp and Aftercare	<ul style="list-style-type: none">14-17 years of age at time of offense or violationNon-violent offendersNo sexual or arson chargesIQ of 68 or higherNo assessed mental health disordersPhysical ability to participate in Boot Camp drills	Boot Camp-Secure Residential	Boot Camp-1:10	Judges	Boot Camp-Richmond=25	Boot Camp- An average of 15 juveniles per month. (UR=60%)**
		Aftercare-Non-Residential	Aftercare-1:15		Aftercare-Richmond=60	Aftercare- An average of 23 juveniles per month.(UR=38%)**
Extended Day Treatment	<ul style="list-style-type: none">Juvenile is on probation14-18 years of ageNo prior DJJ commitment	Non-residential	1:15	Judges & Probation Officers	15	An average of 15 juveniles per month. (UR=100%)**
Family Ties (formerly called Family Preservation)	<ul style="list-style-type: none">11-18 years of ageAccepts chronic serious offenders2 or more felonies or misdemeanors	Non-residential	1:5	Judges & Probation Officers	20	An average of 14 juveniles per month, excluding July and August.(UR=70%)**
Intensive Supervision Program	<ul style="list-style-type: none">Juvenile is on probation14-18 years of ageNo prior DJJ commitment	Non-residential	1:15	Judges & Probation Officers	15	An average of 11 juveniles per month. (UR=73%)**
Law Related Education (CSU)	<ul style="list-style-type: none">12-16 years of ageNo juveniles with felony offensesNo history of drug useNo juveniles detained in the Detention CenterNo juvenile who has previously participated in a diversion program	Non-residential	1:7	Intake Officers, Judges, & Probation Officers	20	Eight referrals for 1 session. (UR=40%)**

Table 3 General Characteristics of Continuum Programs as Described by Program Managers						
Program Name	Admission Criteria	Program Type	Staff-to-Youth Ratio	Referral Source(s)	Total Program Capacity	Utilization Rate (UR) for July 1999 to December 1999 time period
Oasis House	<ul style="list-style-type: none">• 12-17 years of age• No juveniles with suicidal or homicidal ideation• No serious physically or mentally challenged juveniles• No juveniles with history of violent offenses	Residential	1:5	Judges, Probation Officers, Department of Social Services, Self-referrals, Walk-ins, Family, & National Runaway Switchboard	Total beds- 12 Richmond beds- 2 beds available on a per diem basis	An average of 4 juveniles per month. ****
Post-Dispositional Detention (when in operation)*	<ul style="list-style-type: none">• Juveniles must be 14-18 years of age	Phase I- Secure Residential Phase II- Non-residential	Phase I- 1:6 Phase II- 1:6	Judges	12	This program was not part of the Continuum during the July 1999-December 1999 time period.
Pre-Employment Skills Training Workshop (CSU)	<ul style="list-style-type: none">• None	Non-residential	1:7	Judges & Probation Officers	15	Did not operate during this time period. ***
Project Excel (formerly called Safe Haven)	<ul style="list-style-type: none">• Female juveniles ages 14-17• Non-violent offenders• CHINS or CHINSUP history• No drug or alcohol dependency• No severe mental or physical handicaps• None	Non-residential	1:10	Judges & Probation Officers	10	An average of 9 juveniles per month, excluding July and August. (UR=90%)**
Project Tutor (CSU)	<ul style="list-style-type: none">• None	Non-residential	1:1	Judges & Probation Officers	40	Did not operate during this time period. ***
Self-Esteem (CSU)	<ul style="list-style-type: none">• None	Non-residential	1:10	Judges & Probation Officers	10	An average of 5 juveniles per month. (UR=50%)***

<p>Table 3 General Characteristics of Continuum Programs as Described by Program Managers</p>						
Program Name	Admission Criteria	Program Type	Staff-to-Youth Ratio	Referral Source(s)	Total Program Capacity	Utilization Rate (UR) for July 1999 to December 1999 time period
Spectrum/ Family First Initiative*	<ul style="list-style-type: none"> • 8-15 years of age • Resident of East End area of Richmond City • Accepts chronic non-violent offenders • Juvenile must be residing with family 	Non-residential	1:15	Judges	50	This program was not part of the Continuum during the July 1999-December 1999 time period.
Stepping Stone Group Home*	<ul style="list-style-type: none"> • Male juveniles ages 13-17 • No violent or sexual offenders • IQ of 75 or higher • No juveniles taking psychotropic medication 	Residential	1:3	Judges	11	This program was not part of the Continuum during the July 1999-December 1999 time period.
Truancy & Diversion Center (Northside)	<ul style="list-style-type: none"> • Truancy violators • Prevention program referrals • Diversion program referrals 	Non-residential	Law Related Education- 1:7 Anger Management- 1:8 SMILE- 1:10 Parent/Child Mediation- 1:1 Teen Issues- 1:8 Truancy- N/A	Intake Officers	Law Related Education- 20 Anger Management- 20 SMILE- 10 Parent/Child Mediation- N/A Teen Issues- 15 Truancy- 25	Not Available

<p>Table 3</p> <p>General Characteristics of Continuum Programs as Described by Program Managers</p>						
Program Name	Admission Criteria	Program Type	Staff-to-Youth Ratio	Referral Source(s)	Total Program Capacity	Utilization Rate (UR) for July 1999 to December 1999 time period
Truancy, Diversion, Curfew Center (Southside)	<ul style="list-style-type: none"> • Truancy violators • Curfew violators • Prevention program referrals • Diversion program referrals 	Non-residential	Law Related Education- 1:7 Anger Management- 1:8 SMILE- 1:10 Parent/Child Mediation- 1:1 Truancy- N/A Curfew- N/A	Intake Officers	Law Related Education- 20 Anger Management- 20 SMILE- 10 Parent/Child Mediation- N/A Truancy- 25 Curfew- 25	Not Available
Weekend Community Service Work	<ul style="list-style-type: none"> • 10-17 years of age • No violent offenses • Youth who would normally be disposed for short-term stay in secure detention 	Non-residential	1:10	Judges	10	Not Available

*The information in this table describes these programs before they were eliminated from the Continuum.

**This figure, which is based on the number of juveniles in that program on the last day of each month, is a snapshot of program utilization and serves as a proxy for monthly averages. Also, this number may include juveniles who were referred to the program, but never actually attended.

***Many Court Service Unit programs did not operate during the July 1999-December 1999 time period because the Volunteer Coordinator position was vacant. In addition, some juveniles who were referred to the CSU programs that did operate during that time period may not have attended the program.

****This number may include juveniles who were not court-involved or reimbursed by RDJJS.

Pre-existing Programs

Several programs and services were available to juveniles prior to the implementation of the Richmond Continuum in 1995. These programs and services, described below, were incorporated into the Continuum when it was implemented.

Pre-Dispositional Programs

Pre-dispositional programs are designed for juveniles awaiting adjudication or disposition by the court. The purpose of these programs is to ensure that juveniles remain trouble free and available to the court prior to disposition. Judges may order juveniles who they perceive as a risk to public safety or at risk for not returning to court to such programs. Pre-dispositional programs are sometimes used as post-dispositional sanctions as well; however, their primary purpose is for juveniles who are waiting for adjudication or disposition hearings.

Outreach/Electronic Monitoring Program

The Outreach Program is primarily designed as a pre-dispositional program. The main purpose of Outreach is to reduce overcrowding in the Detention Center by providing intensive supervision of juveniles within the community. Outreach is a non-residential program for juveniles with no history of violent offenses who would otherwise be detained in secure detention. Most of the juveniles in Outreach are on an electronic monitor, which allows supervision of juveniles through an electronic bracelet. However, some juveniles participate in Outreach without an electronic monitor per judges' orders or due to difficulties in coordinating electronic monitoring with home telephone services.

The average length of program participation is 8 weeks. During this time period, juveniles are required to attend school or work, return home immediately following school or work, and receive prior approval from program staff to leave their homes. In addition, juveniles participate in group counseling, recreational activities, and community service work. Case managers have daily phone contact with the juveniles and perform nightly curfew checks. The curfew checks are conducted either face-to-face or with a ride-by unit. Case managers also develop individual treatment plans and refer juveniles for individual and family counseling when needed. This program is administered by the RDJJS.

Changes in Outreach Following Continuum Implementation. The program capacity has increased significantly from 17 juveniles to 49 juveniles.

Secure Detention Services

Secure Detention is a secure residential program designed for juveniles who: (1) have allegedly committed a Class 1 misdemeanor or felony and whose release may constitute unreasonable danger, (2) have allegedly committed a crime and have absconded and/or threatened to abscond from prior court-ordered sanctions, and/or (3) may be placed in danger of being harmed if released (*Code of Virginia* §16.1-248.1). These juveniles reside and attend school in the Richmond City Secure Detention Center.

Immediate Intervention Programs

Immediate intervention programs are designed to deter first-time or nonserious juvenile offenders from reoffending.

Probation Services

Probation services are designed to monitor juvenile offenders placed on regular or intensive probation by the court. Probation officers play an important and integral part in the Continuum system by referring or recommending juvenile offenders into Continuum programs and acting as liaisons between Continuum staff and the court. Continuum staff also report the progress of each juvenile to the probation officer. Consequently, probation officers are responsible for informing the court when a juvenile is not complying with probation or parole terms.

Project Tutor (CSU)

Project Tutor is a non-residential program designed to increase academic performance and school attendance, and decrease behavior problems in school. The program provides juveniles with one-on-one tutoring by a Virginia Commonwealth University (VCU) volunteer tutor/mentor. Project Tutor provides transportation to and from the VCU campus, where juveniles attend the program every Saturday for two to three hours. Project Tutor lasts for two semesters, which usually includes 12 sessions in the Fall and 12 sessions in the Spring. Juveniles are required to attend 6 of the 12 sessions to graduate each semester. This program is administered by the 13th District Court Service Unit.

Community Service Work

Community Service Work is a non-residential sanction which may be used alone for minor offenses or in concert with other sanctions for more serious offenders. The program is designed for juveniles who commit crimes in which restitution to the community is appropriate, such as vandalism, minor property offenses, etc. Community Service Work focuses on community betterment projects. The time requirements for this program vary, depending on the number of hours ordered by the judge. This program is operated by Youth Services, which is administered by RDJJS.

Self-Esteem (CSU)

The Self-Esteem program is a non-residential program designed to increase juveniles' self-esteem and improve their self-concept. The program provides juveniles with group counseling aimed at increasing the juveniles' sense of self-worth. These group sessions are offered once a month for one hour. Most juveniles are referred to one 1-hour class only. However, a probation officer may request that a juvenile attend more than one class if the juvenile could benefit from more sessions. The Self-Esteem program is operated by the 13th District Court Service Unit.

Alternative Placements

Alternative placement programs are designed for juvenile offenders who may no longer remain at home because of safety or parental control issues.

Stepping Stone Group Home

Stepping Stone Group Home was a five-month, residential program designed for male juvenile offenders in need of alternative placements. Juveniles living at Stepping Stone Group Home were required to attend school regularly or secure employment. In addition, residents received tutoring services, group counseling, and referrals to individual and family counseling. Juveniles also participated in recreational activities and community service. Juveniles who complied with program requirements were allowed to return home for the weekend. Aftercare services, including group counseling and parental support groups, were offered for two months following discharge from the program.

Changes in Stepping Stone Group Home Following Continuum Implementation. Court-ordered placements in Stepping Stone Group Home ceased from mid-June 1998 through July 1998 in order to make repairs to the building and revamp the program. Several programming changes occurred during this time period, including a reduction in program length from 9 months to 5 months. However, it was closed again in July 1999. Although this program previously operated under RDJJS, a Request for Proposals (RFP) for a privately-operated, secure group home setting has been issued to replace this program. In the meantime, juveniles are referred to *NetCare of Virginia Incorporated*, a broker of group homes for youths in crisis situations. *NetCare* is a private, for-profit organization, which locates group home vacancies and provides case management on a fee-for-service basis.

Oasis House

Oasis House is a short-term, residential crisis shelter for juveniles who are either runaways or living in unsafe family environments. It is the only crisis shelter for juveniles in the City of Richmond which accepts self-referrals. Juveniles may reside at Oasis House for up to 90 days. The primary goal of the program is to reunite juveniles with their families and provide referrals for services in the community. In cases where this goal is not appropriate, Oasis House works in cooperation with the Department of Social Services to find long-term alternative placements.

Oasis House operates on a levels system. The juveniles are first assessed upon entrance into the program and individual short-term goals are developed. Juveniles are required to attend school and participate in program activities, such as individual counseling, group counseling, tutoring services, and recreational/cultural activities. Juveniles who are not enrolled in the public school system receive educational services at Oasis House. Compliance with program requirements results in placement into the next higher level, where privileges are increased. Oasis House also offers a two-to-three month aftercare component which monitors the juveniles' transition back into the home.

This program is operated by *Family and Children's Services*, which is a non-profit agency. RDJJS reimburses Oasis House on a per diem basis for juveniles placed by the 13th District J&DR Court.

Independent Living Program

The Independent Living Program (ILP) is a residential program for older juveniles, aged

16-20, designed to transition them into independent living situations. The juveniles live in dorm-style apartments and may receive substance abuse treatment and family counseling off-site. On-site licensed counselors provide individual and group counseling. To identify the individual needs and skills of the juveniles, a transitional living plan is developed during the first month of the program. Juveniles are required to work toward the short- and long-term goals developed in this plan, maintain their own apartments, and pay rent the second month following placement into the program. Additionally, they must buy and prepare their own meals. Juveniles are also required to attend public school, a vocational training program, or college and work 20 hours/week. If juveniles are not attending some type of educational program, they are required to maintain a full-time job. The juveniles must also participate in a volunteer/recreational activity once a month and complete a competency test covering the required life skills training. On average, juveniles complete the program in about five months. ILP has a three-month, non-residential aftercare component where treatment counselors follow-up on the juveniles. This program is operated by *Family and Children's Services*.

Changes in ILP Following Continuum Implementation. As of May 1998, RDJJS eliminated funding for a permanent bed for juveniles from the 13th District CSU. However, bedspace may be purchased on a per diem basis using either Comprehensive Services Act monies or funds set aside to provide aftercare services to juvenile offenders paroled from DJJ.

Secure Placement Sanctions

Pre-existing secure placement sanctions include Post-Dispositional Detention and commitment to a state correctional center.

Post-Dispositional Detention

The Post-Dispositional Detention program was designed as an alternative sanction to commitment to the Department of Juvenile Justice. This program consisted of two phases. Phase I was a residential program which lasted no longer than six months. Juveniles were evaluated to develop an individualized service plan, which included an educational placement, counseling services, and specialized programs. Juveniles were expected to regularly attend school, regularly attend their community counseling programs, and actively participate in group counseling sessions. Day and weekend passes were available to juveniles who did not incur any disciplinary actions and were complying with program requirements.

Juveniles who were complying with their individualized service plan and did not have any disciplinary actions were placed into Phase II. In Phase II, the juveniles moved back into their homes or alternative placements and continued to receive the same services as in Phase I. In addition, juveniles were required to attend school and contact their program counselor every day. Program counselors made weekly school and home visits to monitor juveniles' progress.

Changes in Post-Dispositional Detention Following Continuum Implementation. This

program ended in March 1997 due to chronic overcrowding in the Richmond City Juvenile Detention Center. The DJJ Standard for Post-Dispositional Confinement in secure detention, authorized under the *Code of Virginia* (§16.1-311), states that “a detention home approved to hold sentenced children shall not use more than 20% of its rated capacity for such children at any one time, and such sentenced child/children shall not be placed when the detention home is at capacity.” The average daily population of the Detention Center for FY97 was 100.25, even though its capacity is only 80 juveniles. Thus, based on the DJJ standards, the City of Richmond decided to end the Post-Dispositional Detention program.

Commitment to the Virginia Department of Juvenile Justice (DJJ)

Commitment to the Department of Juvenile Justice places juveniles in a state correctional center. Confinement periods are determined by order of the court or by the Department of Juvenile Justice when the court makes an indeterminate commitment. During confinement, juveniles receive educational and vocational training, as well as counseling services based on individual needs assessed at the Reception and Diagnostic Center.

New Programs

The Richmond DJJS has implemented several programs and services since 1995 to offer a wider variety of sanctions which vary in their restrictiveness. The new programs, in conjunction with pre-existing programs, comprise the Richmond City Continuum of Juvenile Justice Services.

Diversion Programs

Diversion programs are designed to reduce the number of juveniles who must be processed through the court system. In Richmond City, diversion programs are designed for juveniles who have no prior contact with the court. If the juvenile complies with the requirements of the program, his or her pending charge(s) will be dismissed.

Law Related Education (CSU)

Law Related Education (LRE) is a non-residential program designed to provide juveniles with practical knowledge regarding legal terminology, laws, and the juvenile legal system. The goal of this program is to educate juveniles on the consequences of unlawful behavior. Juveniles are required to participate in one-hour, weekly sessions for eight weeks. Juveniles are required to be on time and actively participate in the sessions facilitated by volunteers. Each juvenile is allowed one excused absence. Juveniles with two or more absences do not graduate from the program. LRE, which is administered by the 13th District CSU, began accepting juveniles in December 1995. It should be noted that not all juveniles who participate in this program are first-time offenders who are being diverted from the court. Some juveniles are actually court-ordered; therefore, it appears that this program is also being used as an Immediate sanction program⁸.

⁸ A similar LRE program operates at the TDCCs (see page 29). All findings reported for LRE in sections VII and VIII refer to the program that operates at the CSU. Section X provides findings for the diversion LRE programs that operate at the TDCCs.

Changes in Law Related Education Following Continuum Implementation. The program capacity has increased from 15 juveniles to 20 juveniles.

Southside Truancy, Diversion & Curfew Center/Northside Truancy & Diversion Center (TDCCs)

The TDCCs are designed for juveniles who are truant from school or violate curfew. The TDCCs also function as processing centers for youth charged with first-time, non-felony offenses.

There are currently two TDCCs in the city of Richmond. The first TDCC was opened on the Southside of Richmond, and began accepting juveniles in September 1997. The second location, which began accepting cases in September 1998, is located on the Northside of Richmond.

Both the Northside TDC and the Southside TDCC provide on-site counseling and follow-up for juveniles who are on the street during school hours. The Southside TDCC also processes juveniles who violate curfew. Staff include a truancy officer, a social service worker, an intake officer, and a licensed counselor. The TDCCs also provide tutoring, computer training, counseling, and recreational activities.

First-time offenders may be diverted to Law Related Education, SMILE, Parent/Child Mediation, Anger Management, or Teen Issues Group, which are offered on-site at the TDCCs. Juveniles who do not complete one of these programs are referred to the CSU, where a formal delinquency petition is filed and an adjudicatory hearing is held. Each of the diversion programs is described below:

- The *Law Related Education (LRE)* program is taught by the same staff who facilitate Law Related Education at the 13th District CSU. The content of this program is also very similar to the 13th District CSU program. Juveniles are provided with practical knowledge regarding legal terminology, laws, and the legal system. This program meets for 1 ½ hours over a 6-8 week period.
- The *SMILE* program, which was discontinued in December 1998, was facilitated by a private vendor called *Youth and Family Advocates*. Juveniles were required to attend four 3-hour sessions on a variety of topics, including goal-setting, resume writing, CPR, and cultural awareness.
- *Parent/Child Mediation* is facilitated by a consultant from the 13th District CSU. Juveniles and their parents are offered six 1 ½ hour counseling sessions. This program provides an opportunity for open dialogue between a parent and child. The program also encourages the need for understanding and compromising in the relationship. Weekly, progressive goals are set for both participants. Referrals for individual counseling are made for cases that need more intensive services.
- The *Anger Management* program is facilitated by a private vendor called *Family Preservation, Inc.* Similar to the CSU Anger Management program (see page 30), it

is designed for juveniles who lack appropriate skills to deal with anger and frustration. This program meets for 1 ½ hours over a 6-8 week period.

- The *Teen Issues Group*, which is also facilitated by *Family Preservation, Inc.*, covers a variety of issues in a group setting. Topics covered include substance abuse, values clarification, family issues, and conflict resolution. This program meets for 1 ½ hours over an 8-week period.

Immediate Intervention Programs

Immediate interventions are designed for juveniles who have been through diversion, but have committed at least one more misdemeanor-level offense.

Anger Management (CSU)

Anger Management is a non-residential program developed and implemented by the 13th District CSU, and is designed for juveniles who lack appropriate skills to deal with anger and frustration. These juveniles typically have a history of violent behavior and simple assault charges. Participants must attend six 1-hour sessions that focus on teaching conflict resolution skills. Juveniles are required to be on time and actively participate in the sessions, which are facilitated by volunteers and/or CSU staff. Each juvenile is allowed one excused absence. Juveniles with two or more absences do not successfully graduate from the program. The program began accepting juveniles in January 1995⁹.

Changes in Anger Management Following Continuum Implementation. The program capacity has increased from 8 juveniles to 22 juveniles.

Pre-Employment Skills Training Workshop (CSU)

The Pre-Employment Skills Training Workshop, which was operated by the 13th District Court Service Unit, was a short seminar (1 ½ hours) designed to help juveniles gain the skills needed to obtain and maintain employment. Volunteers provided juveniles with pre-employment training such as finding job openings, filling out job applications, and learning interview skills.

Changes in Pre-Employment Skills Training Workshop Following Continuum Implementation. Due to the low number of referrals to this program, no additional sessions are being planned in the near future. Juveniles who would have been referred to this program are now being directed towards other job fairs and teen employment programs offered by the Richmond Human Services Commission.

Weekend Community Service Work

Weekend Community Service Work is a weekend program designed for juveniles who would otherwise be placed in the Detention Center. The program, which began accepting juveniles in January 1997, is administered by RDJJS. Each weekend, under supervision of program staff, juveniles complete two 8-hour days of community service work

⁹ A similar Anger Management program operates at the TDCCs (see page 29). All findings reported for Anger Management in sections VII and VIII refer to the program that operates at the CSU. Section X provides findings for the diversion Anger Management programs that operate at the TDCCs.

organized by the City of Richmond Public Works (e.g., landscaping; removing litter and graffiti from public parks, facilities, and cemeteries). The total number of weekends required to successfully complete this program varies between juveniles, but it is typically a minimum of one weekend.

Changes in Weekend Community Service Work Following Continuum Implementation. Initially, juveniles arrived at Weekend Community Service Work on Friday evening and remained in the program until Sunday evening. The girls were housed at Oasis House and the boys were housed at Stepping Stone Group Home. The residential component of this program was eliminated in July 1998 due to limited bed space in these residential facilities. In addition, the program capacity was increased from 8 juveniles to 10 juveniles per weekend.

Intermediate Sanctions

Intermediate sanctions are designed for juveniles who commit first-time serious or violent offenses, or multiple misdemeanors. These juveniles require sanctions which are more restrictive than immediate interventions but less restrictive than state correctional centers.

Project Excel/Female Extended Day Program (Formerly called Safe Haven)¹⁰

The Female Extended Day Program is a five-month, non-residential program for girls up to age 18. This program accepted its first referrals in February 1998. Designed specifically for females with Children In Need of Services (CHINS) and Children In Need of Supervision (CHINSUP) offenses, this program provides supervision during after-school hours. Daily attendance is required. Juveniles receive individual and group counseling, anger management instruction, job skills/career development, parenting classes, female issues classes, and training on social graces. Staff perform curfew checks and make home visits. Although no aftercare services are provided, staff follow-up on juveniles three months and six months after graduation to determine if they have incurred new charges.

Changes in the Female Extended Day Program Following Continuum Implementation. This program was initially operated by a private vendor called *Burham, Projord and Pactas*. Beginning in February 1999, *Associated Educational Services of Virginia (AES)* began providing services for this program in order to reduce costs. Although no changes were made to the referral criteria, program capacity has been increased from 5 girls to 10 girls and the program changed its name to *Project Excel*.

Intensive Supervision Program/Extended Day Treatment

The Intensive Supervision Program (ISP) and Extended Day Treatment (EDT) are two separate, but interrelated, sanctions which are housed in the same facility. ISP and EDT are both non-residential programs, which provide supervision to adjudicated youth during after-school hours and on weekends. ISP is designed for juveniles who may be safely

¹⁰ The program name *Project Excel* is used throughout this report, except in Sections VII and VIII. These sections refer to the program as *Safe Haven* because the data represent girls who participated prior to February 1999 when the program was under a different vendor and name.

retained within the community, but are at high risk for violating probation requirements (e.g., curfew violations). EDT is very similar to ISP, but focuses on meeting the needs of juveniles with more severe psychological, behavioral, and educational deficiencies. Both programs began accepting juveniles in April 1995.

Changes in the ISP/EDT Programs Following Continuum Implementation. Originally, both ISP and EDT required daily attendance for a 9-month period. The programs also demanded that juveniles maintain curfew, regularly attend school, learn conflict resolution skills, have negative drug screens, and complete community service work. In addition, both ISP and EDT consisted of five levels. Each juvenile's progress was determined with a daily point system. Movement into the next level was based on the number of points earned per month. Juveniles on the fifth level were encouraged to be employed and have a savings account in order to graduate.

ISP and EDT services were initially provided by *Associated Educational Services of Virginia* (AES). Attendance requirements were reduced significantly beginning in September 1998. At that time, the juveniles in ISP were no longer required to report to the program site. Minimum contacts for juveniles in ISP included 6 curfew checks, 3 home visits, 8 status checks, and 6 face-to-face contacts with a case manager per week. The juveniles in EDT were required to report to the program Monday through Friday for four hours immediately after school. Program activities focused on substance abuse treatment, counseling, educational assistance and life skills training. Additional weekly contacts for juveniles in EDT included 6 curfew checks, 1 home visit, 4 status checks, and 3 face-to-face contacts with a case manager.

As of July 1999, a new vendor, *Family Preservation Incorporated*, began operating both of these programs. Under the administration of this new vendor, the required age range was revised from ages 13-18 to ages 14-18. The length of the program was also modified from 9 months to a maximum of 5 months for both ISP and EDT. The exact length of stay for both programs is now determined by an individualized treatment plan for each juvenile, rather than a standard period of time. In addition, the program capacity was reduced from 25 juveniles to 15 juveniles for both ISP and EDT.

Program requirements for juveniles in ISP now include daily phone contact with case managers, 3 face-to-face contacts with program managers per week, and weekly contact between case managers and parents. Case managers monitor school attendance and curfew for all juveniles. Case managers also monitor the juveniles to ensure that other court orders, such as community service work and substance abuse counseling, are followed.

Program requirements for juveniles in EDT now include program attendance Monday through Friday for four hours immediately after school. Program activities include tutoring, art classes, physical fitness training, recreation, life skills training, anger management groups, substance abuse education, and a female counseling group. Case managers monitor school attendance, curfew, and compliance with other court orders.

Virginia Juvenile Boot Camp and Aftercare

The Virginia Juvenile Boot Camp is a five-month, military-style secure residential program for boys. The Boot Camp (Camp Washington) is designed for non-violent offenders who might otherwise be committed to the Department of Juvenile Justice. The Boot Camp became operational on January 1, 1996. At the Boot Camp, juveniles attend school and participate in military drills, recreational activities, work duties, and group counseling daily.

The Boot Camp consists of six phases. The first two weeks of the Boot Camp are devoted to Orientation, where teamwork and accountability are stressed as integral parts of the Boot Camp philosophy. The juveniles receive strict guidelines of daily behavior, daily schedules, consequences of non-compliance, and behavioral/attitudinal norms. In addition, individual treatment plans are developed based on educational testing and social history reports. At all phases, juveniles are required to participate in platoon group meetings, pass a physical test, pass a written test on rules and guidelines of the Boot Camp, maintain at least a C average in all classes, and act in accordance with the Boot Camp's expected code of behavior. During the last two phases of the Boot Camp, the juveniles may earn the privilege of two home visits. During home visits, the juveniles may seek employment and take the steps necessary to re-enter school after Boot Camp graduation. Reviews of the juvenile's progress are made every 30 days. Juveniles who comply with program requirements may be moved into the next phase.

There is a six-month, non-residential aftercare program for offenders who have successfully completed the Boot Camp. The main goal of the aftercare program is to help offenders transfer skills obtained at the Boot Camp to community living. Prior to graduation from the Boot Camp, an individualized aftercare program plan is developed by the juvenile, the aftercare case manager, probation officer, parents, and the Boot Camp case manager. The aftercare program provides group counseling two hours bi-weekly and community service work every Saturday. Group counseling includes substance abuse education, life skills, and vocational training. In addition, parent support groups are offered weekly. Prior to graduation from Boot Camp Aftercare, juveniles are expected to regularly attend school or obtain their GED, maintain curfew, and obtain part-time employment or attend a vocational training program. In addition, juveniles must submit to random drug screens.

Changes in the Boot Camp/Boot Camp Aftercare Programs Following Continuum Implementation. In September 1996, a separate camp for female offenders was implemented; however, the female camp closed in November 1997 due to underutilization. In August 1997, a new program manager was hired to enact a program philosophy more consistent with DJJ regulations. The Boot Camp philosophy was changed from a confrontational "in-the-face" approach to an environment based on the therapeutic community model. In addition, the use of physical restraints has been limited to situations involving juvenile-on-staff or juvenile-on-juvenile assaults in compliance with DJJ standards. At the same time, the minimum IQ required for admission into the program was revised from 70 to 68. Finally, DJJ terminated an agreement that allowed the state to place juveniles, who would have otherwise been committed to a juvenile

correctional center, to Camp Washington. As a result, the per diem cost for each juvenile sent to the Boot Camp by Richmond increased during the past year. Originally, both the Boot Camp and the Boot Camp Aftercare Program were operated by a private vendor, *Youth Services International, Inc.* (YSI). In April 1999, YSI was acquired by *Correctional Services Corporation*, which is now the parent company of YSI.

Family Ties

Family Ties, formerly known as the Family Preservation program, is a 12-week, non-residential program designed to prevent out-of-home placement for serious or chronic offenders. This program, which is an alternative to detention and out-of-home placements, began servicing juveniles and their families in April 1996. Family Ties staff tailor services to meet the needs of the juveniles and their families. Case managers provide assistance to families through regularly scheduled in-home visits to train parents in appropriate parenting techniques. Case managers are also on call 24 hours a day for crisis situations.

Case managers have daily contact with juveniles and parents, unless the parents work. Working parents are usually contacted 1-2 times per week. Services provided by case managers include transportation, individual counseling, in-home services (e.g., life skills, societal values, social skills, employment) and referrals to other agencies for needed services. Juveniles in the program are required to attend school and participate in community service work. Case managers meet with the juveniles' teachers and counselors to monitor school attendance and performance. This program is operated by RDJJS.

Changes in Family Ties Following Continuum Implementation. In addition to the change in the name of the program, the program capacity increased from 9 juveniles to 20 juveniles. An additional staff member was hired to accommodate the increased caseload.

Spectrum/Family First Initiative

This 14-week, non-residential program is designed to teach parents the skills needed to appropriately supervise and reduce/eliminate their child's problem behaviors. The program provides assistance to families through intensive home visitation, phone contacts, family conferences, and referrals to appropriate services.

Changes in Spectrum/Family First Initiative Following Continuum Implementation. As of June 1, 1998, funding from DCJS and RDJJS ended for this program. Family First now receives funding from alternative sources, including various grants from the Department of Social Services, the Department of Health, Healthy Families Virginia, Healthy Start, Richmond Community Action Program, Hope in the Cities, and the Annie E. Casey Foundation. Although the program still accepts court-ordered youth from the City of Richmond, the program now focuses on serving families in the East End of Richmond. Because this program is no longer under the administration of either RDJJS or the Richmond Court Service Unit, it is now considered to be a supplementary service provider.

Programs Implemented After January 1998

Project Payback

Project Payback, which is administered by the Human Services Commission of Richmond, began accepting juveniles in December 1998. Selection criteria include the following: (1) must be at least 15 years and 8 months old; (2) no juveniles with homicidal, suicidal, or paranoia disorders; and (3) no juveniles with histories of violence. The Project Payback program includes both a pre-employment skills training workshop as well as a job placement component. The pre-employment skills training consists of four 2-hour sessions, which focus on completing job applications, writing resumes, and interviewing skills. After the training component has been completed, the program coordinator will arrange interviews with prospective employers and coordinate payment of restitution. Juveniles who do not owe restitution may keep their entire paychecks. Juveniles who owe restitution must pay 50% of their salaries towards restitution if they obtained their jobs through Project Payback or 25% of their salaries towards restitution if they obtained their jobs without assistance from Project Payback staff.

Juvenile Drug Treatment Court

The Juvenile Drug Treatment Court program, which is administered by the 13th District J&DR Court, was designed to integrate alcohol and other drug treatment services with justice system processing. Selection criteria for Drug Treatment Court include: (1) ages 12-17; (2) must have a previously adjudicated delinquency charge and/or be on probation; (3) must have a substance abuse disorder based on DSM-IV¹¹ criteria; (4) must not be a sex offender; (5) may have no more than 1 prior conviction of “distribution of a controlled substance or possession with intent to distribute a controlled substance”; and (6) must not be a violent offender.

The goals of this program are: (1) to reduce substance abuse and usage in schools as well as in communities; (2) to reduce recidivism; (3) to reduce the number of state commitments; (4) to improve and coordinate substance abuse services and other related services; (5) to improve and expand assessments of juveniles to accurately identify substance abuse problems; and (6) to improve school attendance/reduce truancy.

The Drug Treatment Court program consists of three phases. These phases may last a total of 7-9 months. Throughout the program, juveniles are on Intensive Supervision Probation, which requires 2-3 contacts with probation officers per week. Counseling is provided by substance abuse clinicians from the Richmond Behavioral Health Authority. Juveniles also receive intensive supervision by the court, with the following schedule of required court appearances: weekly appearances during phase I, biweekly appearances during phase II, and monthly appearances during phase III. All juveniles in the Drug Treatment Court program attend hearings simultaneously, along with their families and involved agency staff.

One of the guiding principles of the Drug Treatment Court is behavior modification.

¹¹ Refers to the Diagnostic and Statistical Manual of Mental Disorder, published by the American Psychiatric Association. This manual is a widely used guide for diagnosing mental health disorders.

Because Drug Treatment Court hearings are scheduled more regularly than traditional court hearings, immediate consequences may be given for compliant or noncompliant behavior. For example, juveniles may be given community service work for noncompliance with the program or they may be rewarded with a lunch or dinner for making progress. The first Drug Treatment Court case was heard in April 1999.

VI. CHARACTERISTICS OF YOUTHS AND FAMILIES

Social history information was collected from juveniles' court and CSU files to obtain an overall picture of court-involved youths when they initially entered the Continuum system. Where available, information was also gathered on Continuum parents and family members to obtain additional details. The information in this section describes a sample of juveniles at the time of their first Continuum placement who were either court-ordered to a program or referred by their probation officer. These statistics do not necessarily describe juveniles upon their first contact with the juvenile justice system, however, because some juvenile offenders in this sample may have received pre-dispositional placements or traditional sanctions, such as detention or community service, before their first Continuum placement.¹² The social history information is broken down by Continuum program in Appendix C. In addition, case studies of five randomly selected juveniles in the sample are also provided in Highlight Boxes 1 and 2 to illustrate the complexity of social circumstances that affect Continuum youth and their families.

Demographics

Of the 547 juveniles in the sample, 92 were female (17%) and 455 were male (83%). As shown in Table 4, an overwhelming majority of juveniles were African-American (96%), 2% were white, and 2% were biracial or of another race. The juveniles ranged in age from 10 to 18, and the average juvenile in the sample was 15.4 years old at the time of first Continuum placement.

Table 4	
Demographics	
Gender	
Male	83%
Female	17%
Race	
African-American	96%
Caucasian	2%
Biracial or Another race	2%
Age at the time of first Continuum placement	
11 or younger	1%
12	5%
13	11%
14	21%
15	23%
16	23%
17 or older	16%

¹² It is important to note that unless otherwise indicated, these statistics were calculated with missing data included in the totals. Additionally, in some instances, percentages may exceed 100% due to rounding.

Highlight Box 1

Case Studies for Law Related Education, ISP/EDT, and Safe Haven

Law Related Education – Diversion/Immediate

“Ryan”, a black male almost fifteen years old, was referred to Law Related Education as the result of a petty larceny charge that was diverted at Intake. Very little information is known about Ryan prior to program placement. Since Ryan had never been to court on a petitioned charge, no social history had ever been requested or prepared. Ryan had a prior vandalism charge that was resolved at Intake at the request of the complainant.

Safe Haven - Intermediate

“Carie”, a sixteen-year-old black female, was court-ordered to attend Safe Haven as the result of a CHINS truancy petition. Prior to this particular charge, Carie had a curfew violation and two counts of simple assault which were all resolved at Intake, a petitioned charge for auto theft and the following adjudicated charges: CHINS, simple assault, unlawful wounding, and two counts of violating a court order. Until her placement in Safe Haven, Carie had been living with her natural mother, an unemployed, single parent with less than a high school education, who had a court record and a history of prior incarceration. Little is known about Carie’s natural father. Carie has four siblings and is the parent of a nearly three year-old child as well as a newborn baby. Furthermore, Carie was the subject of two neglect/abuse petitions occurring in 1994 and 1995, the later of which resulted in an emergency removal order and intervention by the Department of Social Services. Before placement in Safe Haven, Carie had previously been ordered to attend Anger Management classes on two separate occasions. Carie is not known to have used drugs or alcohol, but she did exhibit behavioral problems and truancy in school and was suspended on at least one occasion. Additionally, Carie repeated the second grade in school.

ISP/EDT - Intermediate

“Marcus”, a fourteen-year-old black male, was court-ordered to attend ISP/EDT in August 1996 for brandishing and pointing a BB gun at a uniformed police officer. Prior to this charge, he had adjudicated simple assault and malicious wounding charges in Richmond, as well as a hit and run charge, a reckless driving charge, and a possession of marijuana charge in Chesterfield County. For these particular charges, Marcus was placed on probation with electronic monitoring, sent to Family Preservation, and ordered to pay restitution and perform community service work. In March 1996, Marcus removed the electronic monitoring transmitter and stole a car. His whereabouts remained unknown until he was returned to detention in July. Marcus, described by his probation officer as a “time bomb ready to go off”, has a long history of problems in school including truancy, behavioral problems, defiance towards school officials, and repeated suspensions. Ultimately, he was expelled from Richmond City Public Schools for assaulting another youth and was placed into the Educare Program. Furthermore, Marcus was heavily involved in drug use and self-reportedly used marijuana everyday and alcohol very often since 1994. Marcus, who was diagnosed as having borderline mental retardation, repeated the fourth grade in school. At the time of his placement in ISP/EDT, Marcus lived in an apartment with his mother and her boyfriend in a high crime area of the city. It is known that his mother drank alcohol to excess, had a high school diploma, and was working part-time. Very little is known about Marcus’s biological father or his mother’s boyfriend. It is known, however, that his mother and biological father cohabited until Marcus was nine years old, and that even after they separated, his father remained active in his son’s life until 1995. At this point in time, Marcus’s father no longer kept in contact with his son, and this hurt Marcus deeply. Marcus’s mother attributes his delinquent behavior to his father’s disassociation.

NOTE: In order to protect confidentiality, fictitious names are used in these descriptions. In addition, any information that could potentially identify a specific juvenile was not included.

Educational Status

As shown in Table 5, juveniles were most commonly enrolled in grades Nine (30%), Eight (20%), and Seven (17%) when initially placed in the Continuum. Nineteen juveniles (4%) were enrolled in a GED preparatory program at the time of their first

placement, and 8 juveniles (2%) were not enrolled in any school program. Educational deficiencies are a large concern for Continuum-involved juveniles. Of those juveniles with documented achievement tests at the time of first Continuum placement, only 13% of juveniles tested within 1.5 grades of their age appropriate grade level on a math achievement test. Fourteen percent (14%) of juveniles tested more than 6 grade levels below their age appropriate grade level. For those juveniles taking a reading achievement test, less than one-fourth (23%) tested within 1.5 grades of their age appropriate grade level and nearly one-fourth (24%) tested more than 6 grade levels below their age appropriate grade level. Just 18% of Continuum juveniles tested within 1.5 grades of their age appropriate grade level on a spelling achievement test and one-fifth (20%) tested more than 6 grade levels below age-based expectations.

Table 5	
Educational Status¹³	
School grade at the time of first Continuum placement	
Grade 6 or below	10%
Grade 7	17%
Grade 8	20%
Grade 9	30%
Grade 10	13%
Grade 11 or above	6%
Other/Not Enrolled	6%
Math Achievement Scores	
Within 1.5 grades of AAGL (Age Appropriate Grade Level)	13%
1.6 to 4 grades below AAGL	40%
4.1 to 6 grades below AAGL	33%
6.1 or more grade levels below AAGL	14%
Reading Achievement Scores	
Within 1.5 grades of AAGL (Age Appropriate Grade Level)	23%
1.6 to 4 grades below AAGL	27%
4.1 to 6 grades below AAGL	26%
6.1 or more grade levels below AAGL	24%
Spelling Achievement Scores	
Within 1.5 grades of AAGL (Age Appropriate Grade Level)	18%
1.6 to 4 grades below AAGL	34%
4.1 to 6 grades below AAGL	28%
6.1 or more grade levels below AAGL	20%

As further evidence of Continuum juveniles' educational difficulties, just under one-third (30%) of the juveniles in the sample had received specialized education at some point

¹³ Percentages of missing data for these variables were as follows: School Grade- 14%, Math Score- 79%, Reading Score- 74%, and Spelling Score- 84%. Missing data were not included when calculating percentages for these variables.

prior to their first placement in a Continuum program (see Table 6). An additional 4% of juveniles in the sample were deemed eligible for specialized education but were not enrolled in special education classes. Continuum youths were also very likely to have repeated grades in school, with 70% having repeated at least one grade in school prior to their first Continuum placement. This further indicates that less than one-third of Continuum youths (30%) were in an age appropriate grade at the time of their first Continuum placement. Juveniles who repeated grades were an average of 1.6 grades behind in school. Placement into a grade, also known as a social promotion, occurs when a juvenile is advanced to the next grade level due to factors other than academic achievement. Such factors include chronological age, physical size, and social or emotional considerations. About 10% of the juveniles were known to have received at least one social promotion to the next grade. For juveniles who were placed in grades, the average juvenile received 1.6 social promotions.

Table 6	
Educational Issues	
Was juvenile enrolled in specialized education?	
Yes	30%
No/Unknown	70%
Did juvenile repeat any grades in school?	
Yes	70%
No/Unknown	30%
If yes, how many grades were repeated?	
One grade	52%
Two grades	32%
Three grades	13%
Four or more grades	4%
Was juvenile ever placed in a grade (socially promoted)?	
Yes	10%
No/Unknown	90%

School Behavior Problems and Truancy

As seen in Table 7, the majority of youths in the sample (76%) exhibited behavioral problems at school prior to their initial placement in the Continuum¹⁴. Additionally, most Continuum youths (72%) had been truant from school. Due to truancy and behavioral problems, 71% had been suspended at least one time prior to placement in the Continuum. A smaller portion of juveniles (14%) were reportedly expelled from school

¹⁴ School behavior problems (e.g., fighting and other disruptive behaviors) were determined by examining juveniles' social histories and all available school and probation reports.

at some point prior to first placement, and a few juveniles (13%) had dropped out of school at one point prior to their first placement. Finally, 36% of juveniles had attended an alternative or vocational school prior to their placement in a Continuum Program. The most frequently attended non-traditional schools were the Educare/Bridge School, the Adult Career Development Center, and school programs designed for the educationally delayed and/or emotionally disturbed.

Table 7	
School Behavior Problems and Truancy	
Did juvenile exhibit behavior problems in school?	
Yes	76%
No/Unknown	24%
Was juvenile ever truant from school?	
Yes	72%
No/Unknown	28%
Was juvenile ever suspended from school?	
Yes	71%
No/Unknown	29%
Did juvenile ever attend an alternative school?	
Yes	36%
No/Unknown	64%
If yes, what type(s) of alternative school(s) were attended?¹⁵	
Educare/Bridge School	53%
Adult Career Development Center	22%
School for the educationally delayed/emotionally disturbed	21%
Vocational school	9%
Other	9%

Involvement with Alcohol and Drugs

Case reviews revealed that over half of all juveniles in the sample (56%) had documented use of alcohol or drugs, or were suspected of using substances, prior to their first Continuum placement¹⁶ (see Table 8). Among juveniles who were drug-involved, the average number of substances used was 1.8, and the most commonly used substances were marijuana (72%) and alcohol (61%). Less commonly used, but still quite prevalent, were cocaine or crack (33%). Over one-fifth of the sample (22%) were known to be

¹⁵ Juveniles could have attended more than 1 alternative school. Therefore, the total percentage for this variable exceeds 100%.

¹⁶ The criteria used to determine juvenile substance abuse included: standardized tests such as the Substance Abuse Subtle Screening Inventory; positive urine screenings; admission by juveniles; reports by juveniles' families; probation, school, and various agencies' reports; and petitioned, adjudicated, or pending drug-related court charges.

involved with drug distribution prior to initial placement in a Continuum Program.¹⁷ Of the juveniles who sold illegal drugs, 75% sold cocaine or crack, and 13% sold marijuana.

Table 8	
Involvement with Alcohol and Drugs	
Did juvenile ever use alcohol or drugs?	
Yes	56%
No/Unknown	44%
If yes, what substance(s) did juvenile use?	
Marijuana	72%
Alcohol	61%
Cocaine/Crack	33%
Drugs (unspecified type)	5%
Opiates	3%
Did juvenile ever sell illegal drugs?	
Yes	22%
No/Unknown	78%
If yes, what type(s) of drugs did juvenile sell?	
Cocaine/Crack	75%
Marijuana	13%
Drugs (unspecified type)	18%

Psychological Problems

Social histories and psychological evaluations revealed that 43% of all juveniles in the sample were diagnosed as having at least one psychological disorder or one symptom that is associated with a psychological disorder prior to their first Continuum placement (see Table 9). The average number of psychological disorders or associated symptoms was 2.7 for each juvenile diagnosed as having a psychological problem. The most frequently diagnosed disorders or symptoms of a psychological disorder were: Mood Disorder (84%), Attention Deficit Disorder/Attention Deficit Hyperactivity Disorder (42%), Emotional Disturbance (37%), Disruptive Behavior Disorder (35%), and Mental Retardation (27%)¹⁸.

Juvenile court judges may order competency evaluations in cases where it is not evident that a juvenile is capable of understanding court proceedings due to psychological problems or limited intellectual skills. Competency evaluations were ordered for fifteen juveniles in the sample (3%). Further evidence indicates that 29 juveniles in the sample

¹⁷ The criteria used to determine juvenile involvement in drug distribution included: admission by juveniles; reports by juveniles' families; probation, school, and various agencies' reports; and petitioned, adjudicated, or pending drug distribution charges.

¹⁸ These percentages exceed 100% because juveniles could have been diagnosed with more than one psychological problem.

(5%) had at least one petition in their file (dated prior to their entry into the Continuum) requesting that they be involuntarily committed to a psychiatric facility.

Table 9	
Psychological Problems	
Was juvenile diagnosed as having a psychological disorder or symptom?	
Yes	43%
No/Unknown	57%
If yes, what disorder(s) or symptom(s) were diagnosed?	
Mood Disorders	84%
Attention Deficit/Attention Deficit Hyperactivity Disorder	42%
Emotional Disturbance	37%
Disruptive Behavior Disorders	35%
Mental Retardation	27%
Adjustment and Impulse-Control Problems	11%
Learning Disability/Communication Disorders	9%
Anxiety Disorders	6%
Developmentally Delayed/Neurologically Impaired	6%
Psychotic Disorders	5%
Other	10%

Other Information

As shown in Table 10, just over one-fourth of all juveniles in the sample (26%) had been formally employed outside the home in some capacity at least once prior to their first Continuum placement. Six percent were known to be employed at the time of their first Continuum placement. In addition, 47 juveniles in the sample (9%) were known to have parented at least one child prior to their first Continuum placement.

Table 10	
Other Information	
Was juvenile ever employed?	
Yes	26%
No/Unknown	74%
Was juvenile the parent of a child?	
Yes	9%
No/Unknown	91%

Highlight Box 2

Case Studies for Stepping Stone Group Home and Boot Camp

Stepping Stone Group Home – Alternative

“John”, a sixteen-year-old black male, was referred to Stepping Stone Group Home by his probation officer in late 1996. Prior to program placement, John had received several adjudicated charges in both Henrico County and Richmond for petty larceny, curfew violation, and violation of probation. He also had charges pending in Richmond for trespassing and possession of cocaine with intent to distribute. Immediately before Stepping Stone Group Home, John had resided at the Youth Emergency Shelter and St. Joseph’s Villa while in the temporary custody of the Department of Social Services. John was ultimately terminated from both of these shelters for disruptive behavior and several serious incidents. Before he was removed from his home in mid-1995 by a preliminary protection order, John had resided with his mother, step-father, half-sister and baby niece in an inner city neighborhood described as “dirty, noisy, and dangerous.” Prior to living in this neighborhood, John and his family had lived in an equally disadvantaged neighborhood until being evicted from their home due to unfit living conditions. Numerous reports refer to John’s family life as being extremely dysfunctional and chaotic. John’s father reportedly died before John was born, and little information is known about him except that he was never married to John’s mother. John’s mother, a known alcoholic with a court record, was unemployed and receiving government assistance at the time of John’s placement in Stepping Stone Group Home. John’s step-father, who has a fifth grade education, served time for sexually molesting a family member. John’s two older siblings, a half-brother and half-sister, both have juvenile records of delinquency and his half-brother was incarcerated at one of the DJJ Learning Centers. John was a regular user of marijuana, alcohol, and cocaine, and was believed to be involved in drug distribution. Additionally, a psychological evaluation determined that John was clinically depressed. He also had numerous problems in school including behavioral problems, truancy, suspension, and expulsion. As a result of school problems, John was eventually placed into the Educare program. John repeated the first, sixth, and seventh grades and was subsequently placed into the seventh grade.

Boot Camp – Secure

“James”, a sixteen-year-old black male, was sent to Boot Camp after violating his terms of probation. Specifically, he was not complying with previous orders to attend Project Tutor and ISP/EDT and repeatedly tested positive for marijuana and cocaine. Prior to the violation of probation charge which placed him in the Boot Camp, James had a trespassing charge which was resolved at Intake and the following adjudicated charges: unauthorized use of an automobile, two violations of probation, and a trespassing charge. When James was just six months old, a custody petition was filed on his behalf. A second petition contesting his custody was filed when he was three years old. Before Boot Camp, James resided with his mother and stepfather in a fairly crime-ridden area of Richmond. Both mother and stepfather were working full-time and neither was known to have abused substances or to have had a court record. It is known, however, that James had a volatile, often times violent, relationship with his stepfather. James’ biological father, who was never married to James’ mother, had a college degree and was also working full-time earning a good income. He did not abuse substances or have a documented criminal history, and remained very active in James’ life until James was thirteen years old. At this point in time, he suddenly stopped interacting with his son, leaving James feeling abandoned and unwanted. Shortly after this, James began using marijuana and alcohol and was soon using them on a daily basis. Eventually he progressed to using crack cocaine. After James’ mother found a bag of crack rocks, a violent incident ensued in which the police were called to intervene. At this time, James was placed temporarily in the custody of his great-grandmother. According to James’ grandmother, both his mother and stepfather were often times abusive towards him. In school, James exhibited behavior problems and was frequently truant from school. Because of these problems, James was frequently suspended from school. He repeated the first grade.

NOTE: In order to protect confidentiality, fictitious names were used in these descriptions. In addition, any information that could potentially identify a specific juvenile was not included.

Family History

As can be seen in Table 11, many Continuum juveniles have family histories characterized by custody disputes, documented incidents of abuse and neglect, and unstable living arrangements. Just over one-third of juveniles in the sample (36%) had been the subject of a formal custody proceeding in Richmond's J&DR Court. In addition, 5% of the juveniles had documentation of a custody dispute, but no formal custody petition in Richmond's J&DR Court. Thirteen percent of the juveniles in the sample had a documented court history of abuse and/or neglect in the City of Richmond. Another 6% of juveniles in the sample did not have a documented court history of neglect, but may have been abused or neglected based upon the reports of Child Protective Services, social workers, the juveniles' family members, or the juveniles themselves. Due to custodial issues and founded reports of neglect or abuse, 11% of the juveniles in the sample had been placed in the custody of the Department of Social Services (DSS) at least once prior to entering the Continuum.

Table 11 Family History	
Was juvenile the subject of a formal custody proceeding?	
Yes	36%
No/Unknown	65%
Does juvenile have a documented history of being abused/neglected?	
Yes	13%
No/Unknown	86%
Was juvenile ever in the custody of Social Services?	
Yes	11%
No/Unknown	89%

Another stressor that has been experienced by some Continuum juveniles is the death of an immediate family member. Ten percent of juveniles in the sample had experienced the loss of their father, 3% had lost their mother, and 4% had experienced the death of a sibling.

Living Situation of Continuum Juveniles

More than half of all juveniles in the sample (57%) lived with only one natural parent, who was almost always the juvenile's mother, at the time of their first Continuum placement (see Table 12). Only 8% of juveniles resided with both natural parents at the time of their first Continuum placement. Other documented living arrangements

included: living with another relative, most commonly a grandparent (17%); living with one natural parent and one step-parent (8%); and living with one parent and the parent's significant other (6%).

Out-of-Home Placements for Continuum Juveniles

The majority of juveniles in the sample (89%) had been detained in Richmond's Juvenile Detention Center at least once prior to placement in the Continuum, either as a pre-dispositional or post-dispositional placement. As shown in Table 12, one-fourth of the juveniles in the study sample (25%) had experienced an out-of-home placement, other than the Richmond Juvenile Detention Center, prior to their entry into the Continuum. Out-of-home placements included inpatient psychiatric facilities or inpatient substance abuse treatment centers; foster homes, group homes, or crisis shelters; commitments to the Department of Juvenile Justice; and secure facilities outside of Richmond. For juveniles who had been placed outside the home, the average number of out-of-home placements was 2.1 per juvenile. For juveniles who experienced out-of-home placements, 78% had spent time in a treatment facility, 46% had been incarcerated at DJJ or another secure facility, 40% had lived in a short-term crisis center, and 21% had resided in a foster care home.

Table 12 Living Situation and Out-Of-Home Placements	
Juvenile's living situation when entering the Continuum	
One natural parent	57%
Other relative	17%
Both natural parents	8%
One natural parent and step-parent	8%
One natural parent and parent's significant other	6%
Other	4%
Did juvenile experience an out-of-home-placement?	
Yes	25%
No/Unknown	75%
If yes, where was the out-of-home-placement?*	
Residential treatment facility	78%
Incarceration in secure facility	46%
Short term crisis shelter	40%
Foster care	21%
With family/friends	10%
Group home	8%
Vocational/GED program	3%
Other	4%

*Juveniles may have lived in more than one out-of-home placement. Therefore, the total percentage may exceed 100%.

Educational, Vocational, and Financial Status of Continuum Parents

Nearly half of all mothers of Continuum juveniles (44%) had not attained a high school diploma or its equivalent, and few mothers (12%) had any college level education (see Table 13). One-fifth (21%) of fathers of Continuum juveniles had less than a high school diploma, and only 4% were known to have received any education beyond high school. About one-third of both Continuum mothers (39%) and Continuum fathers (31%) were reported to be employed full-time. In addition, about one-third of Continuum mothers (39%) were receiving state or federal aid when juveniles first entered a Continuum program. Fewer fathers (6%) were known to be receiving aid.

Table 13	
Educational, Vocational, and Financial Status of Parents	
Educational level of Continuum mothers	
Less than high school diploma	44%
High school diploma/GED	29%
Some college	12%
<i>Unknown</i>	15%
Educational level of Continuum fathers	
Less than high school diploma	21%
High school diploma/GED	22%
Some college	4%
<i>Unknown</i>	53%
Employment status of Continuum mothers*	
Working full-time	39%
Receiving state/federal aid	39%
Unemployed	33%
Working part-time	9%
Other	3%
Not applicable (mother deceased or incarcerated)	2%
<i>Unknown</i>	13%
Employment status of Continuum fathers*	
Working full-time	31%
Receiving state/federal aid	6%
Unemployed	8%
Working part-time	2%
Other	1%
Not applicable (father deceased or incarcerated)	8%
<i>Unknown</i>	51%

*Continuum parents may have had more than 1 type of employment status. Therefore, the total percentage of each employment status type may exceed 100%.

Substance Abuse and Illegal Activity in Continuum Families

As shown in Table 14, one-third (33%) of Continuum parents had documented histories of using alcohol and/or illegal drugs. While it is legal for adults to use alcohol, it was unclear from the documentation how many parents may have had alcohol abuse problems. The substances most commonly used by parents were alcohol, narcotics of an unspecified type, cocaine or crack, and marijuana. Just over one-fourth (28%) of Continuum mothers were known to have a court record compared to almost one-third (31%) of Continuum fathers who had a court record. In some instances, parental court records stemmed from non-compliance with an order related to their juvenile's involvement in delinquency¹⁹. One-third of juveniles in the sample (33%) had a parent or guardian charged with at least one offense related to their child's delinquency. The most common charges were failure to appear in court and show cause. Ten percent of Continuum mothers were known to have been incarcerated at some point prior to their child's first Continuum placement and 16% of all Continuum fathers were reported to have been incarcerated.

Table 14	
Substance Use and Illegal Activity in Continuum Parents	
Substance use by mother	
Yes	34%
No/Unknown	66%
Substance use by father	
Yes	31%
No/Unknown	69%
Mother has a court record	
Yes	28%
No/Unknown	72%
Father has a court record	
Yes	31%
No/Unknown	69%
Mother has been incarcerated	
Yes	10%
No/Unknown	90%
Father has been incarcerated	
Yes	16%
No/Unknown	84%

¹⁹ For example, a parent may be charged to show cause or be held in contempt if a child fails to appear in court or violates the rules of probation.

Of the juveniles who had known siblings, 37% had siblings with court records of delinquency, and 13% had a sibling who had been incarcerated (see Table 15).

Table 15	
Sibling Delinquency	
Juvenile has at least one sibling with a court record	
Yes	37%
No/Unknown	63%
Juvenile has at least one sibling who has been incarcerated	
Yes	13%
No/Unknown	87%

VII. PROGRAM STATUS AND SERVICE UTILIZATION

After reviewing the characteristics of juveniles who were placed into each program, evaluators reviewed several program status variables, including program participation and discharge information, to determine the number of juveniles who were successfully discharged from each program²⁰. When available, attendance records were compared to attendance requirements. For programs that were unable to provide actual attendance information, enrollment periods were compared to the intended length of the program curriculum. Juveniles may be enrolled in the programs without actually attending; therefore, the enrollment information is not as specific as the attendance data. However, it provides a rough indicator of program involvement. Presumably, juveniles who did not regularly attend the programs and comply with other program requirements did not fully benefit from the services provided. These program status variables, therefore, provide a general measure of service utilization.

Program Status of Juveniles in Immediate Placements

As shown in Table 16, the percentages of juveniles who were successfully discharged from Immediate Placements ranged from 19% for Project Tutor to 82% for Self-Esteem²¹. The attendance requirement for the Project Tutor program is longer than that of any other Immediate Placement program, except Law Related Education. Thus, it requires a relatively higher investment from the juvenile to complete it successfully. This factor may account for its particularly low success rate. Conversely, the Self-Esteem program is the shortest Immediate Placement program, requiring only a one-hour session for program completion.

The reasons for unsuccessful discharges were not documented for any of the Immediate Placement programs, except Weekend Community Service Work. For this program, the most common reason for an unsuccessful discharge was detainment in detention. For all programs, successful juveniles attended a majority of the program sessions they were supposed to attend. However, it should be noted that juveniles who were successfully discharged from Project Tutor only attended an average of 6 out of the 12 sessions offered by the program curriculum. Although this level of attendance meets the minimum requirement for successful completion of this program, these juveniles are not taking full advantage of the services available through the Project Tutor program.

²⁰ As discussed in the *Methodology* (p.15), only juveniles sampled between 3/1/97 and 3/31/98 were included in this analysis.

²¹ The program status for more than half of the Project Tutor juveniles is unknown, which makes it difficult to draw any conclusions about the success rate of its participants. However, when the juveniles with unknown status are eliminated from the analysis, the percentage of successful juveniles is 38%, which is still lower than all other Immediate Placement programs.

Table 16 Program Status of Juveniles Admitted Into Immediate Placements						
Status Type	Anger Management (CSU) (N=55)	Law-Related Education (CSU) (N=33)	Pre-Employment Skills Training Workshop (CSU) (N=12)	Project Tutor (CSU) (N=42)	Self-Esteem (CSU) (N=11)	Weekend Community Service Work (N=51)
DISCHARGE STATUS						
Successful Discharge	53%	70%	58%	19%	82%	65%
Unsuccessful Discharge (breakdown by reason below*)	45%	9%	42%	30%	18%	22%
Too Many Absences	Not Available	Not Available	Not Available	Not Available	Not Available	0%
Not Complying with Program Requirements						9%
Committed Another Offense While in Program						0%
Involved in Major Incident While at Program						0%
Went AWOL/Ran Away						0%
Transfer to Other Program/Jurisdiction						55%
Detained in Detention						73%
Committed to DJJ						18%
Other						0%
Unknown	▼	▼	▼	▼	▼	18%
Discharge Status Unknown	2%	21%	0%	51%	0%	14%
ATTENDANCE STATUS						
Average Number of Days Attended	(Requirement = 5 days)	(Requirement = 7 days)	(Requirement = 1.5 hours)	(Requirement = 6 days)	(Requirement = 1 hour)	(Requirement Varies)
Successful Juveniles	5 days	7 days	1.5 hours	6 days	1 hour	1.5 weekends
Unsuccessful Juveniles	1 day	2 days	0 hours	3 days	0 hours	<1 weekend
Overall	3 days	6 days	<1.5 hours	4 days	<1 hour	1 weekend

*Percentages are based on the number of juveniles who were unsuccessfully discharged for each reason. Because juveniles may have been unsuccessfully discharged for more than one reason, the total percentages for all of the reasons may exceed 100%.

Program Status of Juveniles in Intermediate Placements

The program status of juveniles in Intermediate Placements is shown in Table 17²². The percentage of juveniles who were successfully discharged from Intermediate Placements was low for all programs, except Family Ties. No juveniles were successfully discharged from Safe Haven and only 12% of the ISP/EDT juveniles were successfully discharged. Many juveniles from both programs were unsuccessfully discharged for unspecified reasons. For ISP/EDT, the most common reasons for an unsuccessful discharge were too many absences and detainment in detention.²³ For the remaining Intermediate Placement, Family Ties, 61% of the juveniles successfully completed the program. Of those 39% who did not complete the program, the most commonly cited reasons were detainment in the detention center and too many absences.

In general, records were not maintained in a format that allowed program staff to easily retrieve attendance or participation information for all enrolled juveniles. However, staff from ISP/EDT did provide attendance information for the juveniles who successfully completed that program. These juveniles attended the ISP/EDT program 160 days, on average, which is almost 90% of the attendance requirement. Rosters revealed that juveniles who successfully completed both Family Ties and ISP/EDT were enrolled for approximately the same time period as intended by the program. An analysis of Safe Haven service provision was limited, as there were no juveniles who successfully completed that program. On average, the girls in Safe Haven were enrolled for less than one-third of the intended time period before being unsuccessfully discharged.

²² Program status information was unavailable for juveniles in the Spectrum/Family First Initiative program.

²³ As stated on pages 31 and 32, between January 1999 and July 1999, new vendors were chosen to operate both the Safe Haven and ISP/EDT programs. Therefore, successful completion rates for juveniles who have participated in these programs more recently may have changed under these new service providers.

Table 17 Program Status of Juveniles Admitted Into Intermediate Placements			
Status Type	Family Ties (N=46)	ISP/EDT (N=68)	Safe Haven (N=10)
DISCHARGE STATUS			
Successful Discharge	61%	12%	0%
Unsuccessful Discharge (breakdown by reason below*)	39%	87%	100%
Too Many Absences	33%	39%	20%
Not Complying with Program Requirements	0%	8%	20%
Committed Another Offense While in Program	0%	3%	10%
Involved in Major Incident While at Program	0%	0%	0%
Went AWOL/Ran Away	6%	13%	0%
Transfer to Other Program/Jurisdiction	11%	0%	20%
Detained in Detention	39%	21%	0%
Committed to DJJ	0%	0%	0%
Other	11%	10%	0%
Unknown	0%	34%	50%
Discharge Status Unknown	0%	2%	0%
ATTENDANCE/ENROLLMENT STATUS			
Average Number of Days Attended	(Requirement = N/A)	(Requirement = 180 days)	(Requirement = 100 days)
successful Juveniles	Not Available	160 days	Not Available
Unsuccessful Juveniles		Not Available	
Overall		Not Available	
Average Number of Days Enrolled	(Curriculum = 84 days)	(Curriculum = 270 days)	(Curriculum = 150 days)
Successful Juveniles	75 days	251 days	N/A
Unsuccessful Juveniles	45 days	88 days	41 days
Overall	64 days	108 days	41 days

*Percentages are based on the number of juveniles who were unsuccessfully discharged for each reason. Because juveniles may have been unsuccessfully discharged for more than one reason, the total percentage for all of the reasons may exceed 100%.

Program Status of Juveniles in Alternative Placements

As shown in Table 18, the percentages of successful discharges from Oasis House and Stepping Stone Group Home were 67% and 26%, respectively. For both programs, the most common reason for an unsuccessful discharge was non-compliance with program requirements. In addition, half of the juveniles with unsuccessful discharges from Oasis House were released from the program due to their involvement in a major incident while in the program. Just over one-third of the juveniles with unsuccessful discharges from Stepping Stone Group Home went AWOL. Juveniles who were successfully discharged from Oasis House stayed for approximately 1 month, significantly less than the maximum time period juveniles are allowed to stay at that facility. Juveniles who were successfully discharged from Stepping Stone Group Home stayed an average of 184 days, which is about two-thirds of the intended duration of that program.

Table 18 Program Status of Juveniles Admitted Into Alternative Placements		
Status Type	Oasis House (N=9)	Stepping Stone Group Home (N=19)
DISCHARGE STATUS		
Successful Discharge	67%	26%
Unsuccessful Discharge (breakdown by reason below*)	22%	58%
Too Many Absences	0%	0%
Not Complying with Program Requirements	100%	55%
Committed Another Offense While in Program	0%	5%
Involved in Major Incident While at Program	50%	11%
Went AWOL/Ran Away	0%	36%
Transfer to Other Program/Jurisdiction	0%	0%
Detained in Detention	0%	0%
Committed to DJJ	0%	0%
Other	0%	5%
Unknown	0%	0%
Discharge Status Unknown	11%	16%
ENROLLMENT STATUS**		
Average Number of Days Attended/Enrolled	<i>(Curriculum is up to 90 days)</i>	
Successful Juveniles	28 days	184 days
Unsuccessful Juveniles	16 days	97 days
Overall	25 days	124 days

*Percentages are based on the number of juveniles who were unsuccessfully discharged for each reason. Because juveniles may have been unsuccessfully discharged for more than one reason, the total percentages for all of the reasons may exceed 100%.

** Alternative Placements are residential programs; therefore, days enrolled is equivalent to days attended.

Program Status of Juveniles in Secure Placements

Table 19 shows the program status for juveniles in Secure placements²⁴. The percentages of juveniles who were successfully discharged from the Boot Camp and Post-Dispositional Detention programs, not including aftercare, were 95% and 54%, respectively. The most common reason for an unsuccessful discharge from the Post-Dispositional Detention program was running away from the program (i.e., AWOL). Apparently, some juveniles who were permitted to leave the detention center to attend school or to receive services in the community did not return. Enrollment data showed that juveniles who were successfully discharged from the Boot Camp remained on the program roster for an average of 153 days, which is the entire time period intended by the program guidelines. For the Post-Dispositional Detention program, enrollment information showed that juveniles were on the rosters for about 123 days, which is about two-thirds of the maximum time period for that program.

Successful completion of aftercare services appeared to be particularly problematic for the juveniles in Secure Placements. Over half of the juveniles in Boot Camp Aftercare were unsuccessfully discharged. Many of these juveniles either had too many absences from the program or committed another offense while in the program. Almost half of the juveniles in the Post-Dispositional program never reached the Phase II (aftercare) program due to poor performance in Phase I. Of those who entered Phase II, about one-third failed to successfully complete the program. For Post-Dispositional Detention juveniles, the most common reason for an unsuccessful discharge from Phase II was non-compliance with program requirements. A significant percentage of these juveniles also committed another offense while in the program.

Aftercare attendance data were only available for the Boot Camp juveniles. Juveniles who were successfully discharged from the Boot Camp Aftercare program attended about 37% of the required program meetings. It should be noted that juveniles are excused from Boot Camp Aftercare meetings if they have a work schedule conflict. Nevertheless, these juveniles only received about one-third of the intended services from this program. Enrollment data confirmed that juveniles who were successfully discharged from both the Boot Camp Aftercare program and the Post-Dispositional Detention Phase II program were on the program rosters for the entire time periods anticipated by each program's curriculum.

²⁴ The sample for Post-Dispositional Detention I and Post-Dispositional Detention II includes juveniles in the program between 01/01/95-02/28/97.

Table 19 Program Status of Juveniles Admitted Into Secure Placements				
Status Type	Boot Camp (N=59)	Boot Camp Aftercare (N=56)	Post-Dispositional Detention Phase I (N=24)	Post-Dispositional Detention Phase II (Aftercare) (N=13)
DISCHARGE STATUS				
Successful Discharge	95%	25%	54%	69%
Unsuccessful Discharge (breakdown for reason below*)	5%	55%	46%	31%
Too Many Absences	0%	58%	0%	0%
Not Complying with Program Requirements	67%	39%	27%	75%
Committed Another Offense While in Program	0%	52%	0%	25%
Involved in Major Incident While at Program	0%	0%	9%	0%
Went AWOL/Ran Away	0%	10%	64%	0%
Transfer to Other Program/Jurisdiction	0%	0%	0%	0%
Detained in Detention	0%	3%	0%	0%
Committed to DJJ	0%	0%	0%	0%
Other	33%	29%	0%	0%
Unknown	0%	6%	0%	0%
Discharge Status Unknown	0%	20%	0%	0%
ATTENDANCE/ENROLLMENT STATUS				
Average Number of Days Attended	(Requirement = N/A)	(Requirement = 72 days)	(Requirement = N/A)	(Requirement = N/A)
Successful Juveniles	Not Available	27 days	Not Available	Not Available
Unsuccessful Juveniles		16 days		
Overall		20 days		
Average Number of Days Enrolled	(Curriculum =150 days)	(Curriculum = 180 days)	(Curriculum is up to 180 days)	(Curriculum = 60 days)
Successful Juveniles	153 days	182 days	123 days	63 days
Unsuccessful Juveniles	107 days	130 days	78 days	69 days
Overall	151 days	146 days	98 days	65 days

* Percentages are based on the number of juveniles who were unsuccessfully discharged for each reason. Because juveniles may have been unsuccessfully discharged for more than one reason, the total percentages for all of the reasons may exceed 100%.

Summary

Program completion and participation information were reviewed for the Immediate, Intermediate, Alternative, and Secure placement programs to determine how successful the programs have been in implementing their services. A little less than half of the programs had successful discharge rates above 60%. Overall, juveniles who were successfully discharged from programs with high graduation rates attended program sessions on a regular basis, and presumably received most of the services intended by each program's curriculum. The remaining programs had success rates ranging from 0% in Safe Haven to 58% in Pre-Employment Skills Training Workshop. Reasons for unsuccessful discharges were not documented for many of these programs, but attendance information suggests that most of the unsuccessful juveniles simply did not come to program sessions. For a few of these programs, including Project Tutor and Boot Camp Aftercare, even those who did successfully complete the program missed half or more of the sessions intended by the program's curriculum. In short, more than half of the programs appeared to have difficulties engaging juveniles in the services offered by their programs.

VIII. PROGRAM OUTCOMES

The primary measure of program success, which was recidivism following program placement, was examined in several different ways. First, the number of juveniles with subsequent juvenile or adult court contacts was measured. This analysis includes all juveniles adjudicated as a delinquent or status offender (including traffic violations and technical violations related to a delinquent or status offense), as well as juveniles who had turned 18 and had been convicted in an adult court, after Continuum placement. Collectively, these figures are referred to as “convictions” throughout the report in order to simplify discussion of that information. Findings also include information on juveniles with *pending*, *nolle prosequi*, *dismissed*, and *not guilty* petitions in juvenile or adult court after Continuum placement. These contacts are collectively referred to as “non-convictions” in the remainder of the report. It should be noted that *pending* and *nolle prosequi* petitions may eventually lead to a convicted offense, but these charges were non-convicted at the time of data collection. The types of convicted charges were also evaluated to distinguish between technical violations (which are violations of probation, parole, and/or court orders) and other charges. Although juveniles may receive a technical violation for committing another offense, technical violations are generally more indicative of juveniles who are not complying with requirements of probation or parole; thus, juveniles who incur technical violations alone may not necessarily threaten public safety. It is expected that technical violations for juveniles in Continuum programs will be high due to the increased supervision offered by these programs. Finally, subsequent court contact latency, which is the time period between program placement and first new petition, was analyzed to show the average amount of time between program placement and court contact on a new charge.

A number of factors must be considered before drawing conclusions based on the recidivism data in this report. First, recidivism information does not measure other changes in the juveniles that may have resulted from program participation (e.g., changes in educational achievement, self-esteem, etc.). These other types of indicators were not documented consistently across programs, and therefore could not be assessed adequately. Second, the lengths of time during which recidivism data were collected varies extensively because programs were introduced into the Continuum at different times over the past few years. These tracking periods ranged from 14 months for Safe Haven, which is one of the newest programs, to 36 months for Post-Dispositional Detention, which is one of the oldest programs. Third, no data were available to compare recidivism between juveniles in Continuum programs and juveniles in other programs or traditional sanctions.

With these factors in mind, evaluators reviewed and analyzed the number and severity of new offenses after program placement. First, the types of offenses committed before and after program placement were compared to determine whether the severity level of each juvenile’s most severe convicted offense changed following program placement. For this analysis, severity levels ranged from 1 to 7 for the following types of offenses, beginning with the least severe: traffic, status, technical, misdemeanor/property & other, misdemeanor/person, felony/property & other, and felony/person. Pre and post-program severity levels were compared using t-tests to determine if observed differences were

statistically significant or due to chance variability²⁵.

A second analysis examined the number of juveniles with adult records to show how many juveniles continue their court involvement into adulthood. All of the recidivism data presented in this report include adult charges. However, this analysis takes a closer look at the proportion of juveniles who have subsequent court contacts after age 18 by calculating the percentage of juveniles with adult records from the total number of juveniles who had turned 18 at the time of data collection. Those juveniles who were less than 18 years of age during the data collection period were eliminated from this analysis. In addition to showing how many juveniles were convicted in adult court, juveniles who had turned 18 and had a charge that was *nolle prosequi*, *dismissed*, *pending* or found *not guilty* in adult court were included in this analysis to show the total number of juveniles who eventually had an adult court contact. Results from this analysis should be interpreted with caution, as many of the sample sizes are very small and include less than 10 juveniles. In addition, it should be noted that juveniles who were less than 18, but transferred to adult court, are not reflected in these adult court contact figures. Also, this information was obtained from the CCRE, and is likely to be an underreporting of all criminal activity. Data on these CCRE “rap sheets” are limited to those arrests submitted to the Virginia State Police by Virginia’s arresting agencies and courts. Therefore, criminal activity in other states is not included. According to representatives from the Virginia State Police, sentencing data are not submitted as consistently as arrests and convictions. Therefore, this information may be underreported as well. Although there are some limitations to this data, the CCRE is the most accurate and up-to-date information that currently exists for accessing adult arrest information.

Finally, a comparison of juveniles who were successfully and unsuccessfully discharged from each program is presented to determine whether social history and court history variables are related to program success²⁶. Factors that are more common among successful juveniles may provide insight into what types of juveniles benefit most from a particular program. In addition, the relationship between program completion and recidivism is explored to determine whether successful juveniles from each Continuum program are less likely to have additional court contacts following program participation. Presumably, juveniles who received complete program services will be less likely to recidivate. Differences between successful and unsuccessful juveniles were also tested for statistical significance using t-tests and chi-squares²⁷. In some cases, program sample sizes were so small that significance tests could not be appropriately calculated. These programs were eliminated from the analyses.

Program outcomes are presented separately in the following section for each group of programs: Immediate Placements, Intermediate Placements, Alternative Placements, and Secure Placements.

²⁵ Throughout the comparison tables for each group of programs, statistically significant differences are noted by $p < .05$. This notation means that the probability of the difference being due to random variation is less than 5 out of 100, and is the level of probability that is generally accepted in social science research. Marginally significant differences are noted by $p < .10$, which means that the probability of the difference being due to random variation is less than 10 out of 100. Juveniles who were referred to programs by Intake Officers and who had no convictions before program placement received a 0 for pre-program severity level. Juveniles with no subsequent convictions received a 0 for post-program severity level.

²⁶ This analysis includes juveniles sampled between 3/1/97 and 3/31/98 only (see *Methodology*, p. 15).

²⁷ Similar to the t-tests described earlier, chi-square tests determine whether differences between groups are real or due to random variation. Significant and marginally significant differences are noted by $p < .05$ and $p < .10$, respectively.

Outcomes for Juveniles in Immediate Placement Programs

Most Serious Court Contact After Placement in a Continuum Program

For all types of Immediate Placement programs, more than one-half of participating juveniles had an additional court contact after program placement (see Table 20). The percentage of juveniles with a new charge ranged from 57% for juveniles in Law Related Education to 83% for juveniles in Pre-Employment Skills Training Workshop. For all Immediate Placements, juveniles were more likely to have received a misdemeanor or felony conviction than a technical violation conviction as their most serious new court contact. The percentage of juveniles who had a convicted technical violation as their most serious new charge ranged from just 2% for juveniles in Anger Management to 17% for juveniles in Pre-Employment Skills Training Workshop. In general, juveniles were more likely to be convicted of a new offense than to be found not guilty or to have the charge dismissed or nolle prosequi. The percentage of juveniles who were convicted on a new charge ranged from 39% in Law Related Education to 73% in Self-Esteem. A breakdown of all subsequent charges for which these juveniles were convicted is shown in Appendix D.

Table 20 Immediate Placements <i>Most Serious Court Contact After Placement in a Continuum Program</i>						
Type of Charge (Juvenile and Adult combined)	Anger Management (CSU) (N=55)	Law Related Education (CSU) (N=33)	Pre-Employment Skills Training Workshop (CSU) (N=12)	Project Tutor (CSU) (N=45)	Self-Esteem (CSU) (N=11)	Weekend Community Service Work (N=55)
Convictions						
Misdemeanor/ Felony	45%	27%	33%	40%	55%	35%
Technical	2%	9%	17%	13%	9%	16%
Status /Traffic	4%	3%	0%	4%	9%	4%
Non-Convictions						
Pending	0%	9%	0%	2%	0%	7%
Nolle Prosequi/ Dismissed/ Not Guilty	9%	9%	33%	9%	9%	7%
Juveniles with at least one additional court contact	60%	57%	83%	68%	82%	69%

NOTE: Average tracking periods for juveniles in the Immediate Placements: Anger Management- 21 months; Law Related Education- 20 months; Pre-Employment Skills Training Workshop- 18 months; Project Tutor- 20 months; Self-Esteem- 17 months; Weekend Community Service Work- 17 months.

An analysis of subsequent court contact latency showed that, across all Immediate Placements, about one-third of the juveniles received no new charges during the tracking period, which was an average of 19 months. Almost one-quarter of the juveniles had received at least one new petition within 3 months of program placement, and 41% of the juveniles had received at least one new petition within 5 months of program placement. Twenty-six percent of the juveniles received a new petition 6 months or more after program placement.

Average Severity Level of Convictions Before and After Program Placement

For all of the Immediate Placement programs except Self-Esteem, the average severity level of the juveniles' most severe convictions before program placement was significantly higher than the average severity level of the juveniles' most severe convictions after program placement. This effect was only marginally significant, however, for Anger Management and Law Related Education. These results are shown in Table 21.

Table 21 Immediate Placements <i>Average Severity Level of Convictions Before and After Program Placement</i>						
	Anger Management (CSU) (N=55)	Law Related Education (CSU) (N=33)	Pre- Employment Skills Training Workshop (CSU) (N=12)	Project Tutor (CSU) (N=45)	Self- Esteem (CSU) (N=11)	Weekend Community Service Work (N=55)
Most Severe Conviction Before Placement	3.3**	2.5**	4.2*	4.5*	3.6	4.9*
Most Severe Conviction After Placement	2.6**	1.7**	2.6*	2.5*	3.4	2.4*

NOTE: The following severity levels were assigned to the 7 offense types: traffic=1; status=2; technical=3; misdemeanor/property & other=4; misdemeanor/person=5; felony/property & other=6; felony/person=7.

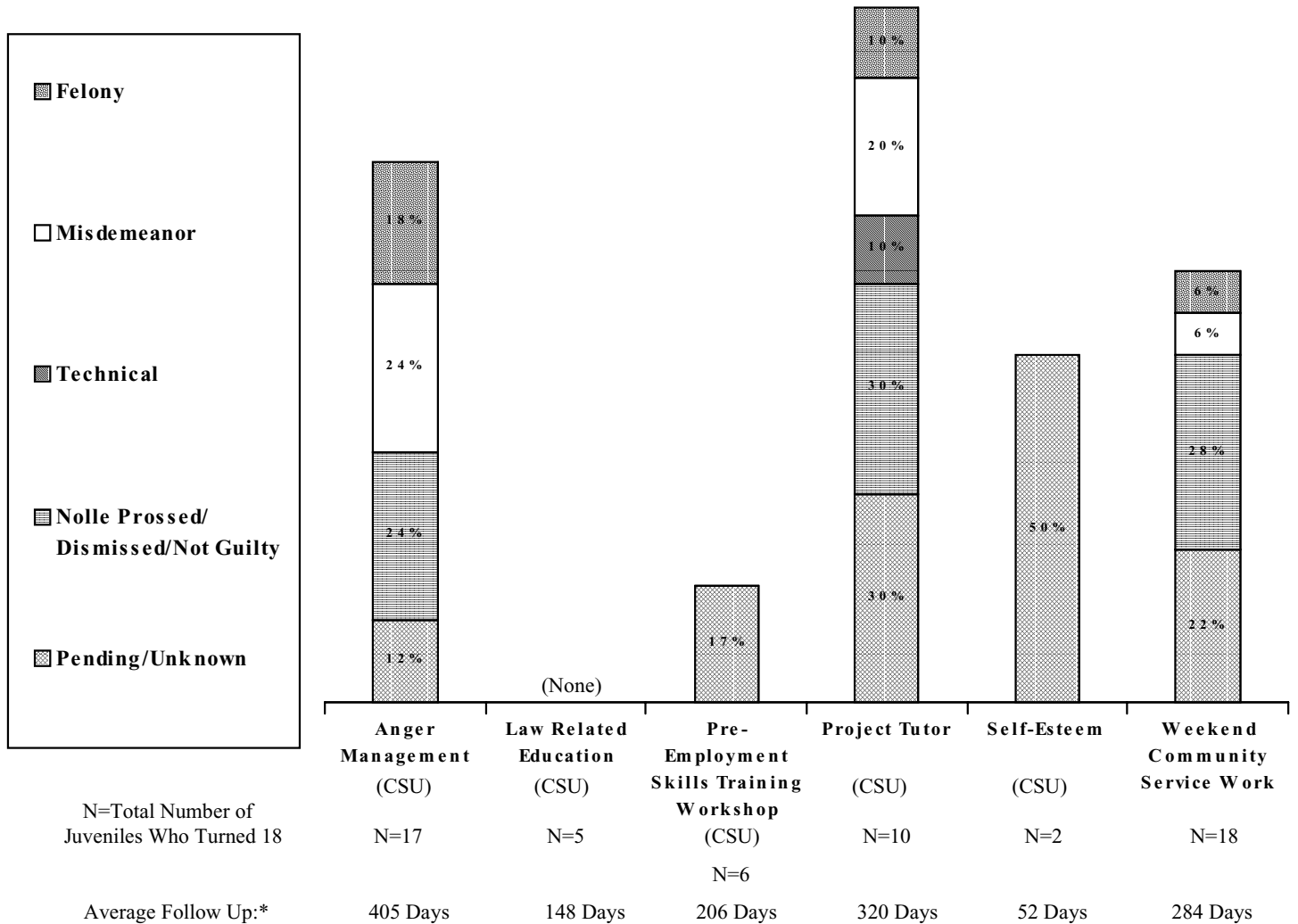
* Denotes significant difference in severity level before and after program placement at the p<.05 level.

** Denotes significant difference in severity level before and after program placement at the p<.10 level.

Adult Court Contacts

As shown in Figure 2, the number of juveniles in Immediate Placement programs who had turned 18 before the end of the study period ranged from 2 in Self-Esteem to 18 in Weekend Community Service Work. The programs with the highest total percentages of juveniles with additional court contacts after turning 18 were Project Tutor (50%), Self-Esteem (50%), and Anger Management (41%). Rates of adult court contacts for the remaining programs were 0% for Law Related Education, 17% for Pre-Employment Skills Training Workshop, and 39% for Weekend Community Service Work. Across programs, the most common types of adult court contacts were for charges that were pending and nolle prosequi/dismissed/not guilty.

Figure 2
Adult Court Contacts Among Juveniles in Immediate Placements



NOTE: Juveniles could have had more than 1 court contact; therefore, the sum of the percentages for the types of court contacts may exceed 100% for each program.

*Time period between date of 18th birthday and date of CCRE data collection.

Prior Social and Court History Comparisons for Successful and Unsuccessful Juveniles

Sample sizes for Law Related Education, Pre-Employment Skills Training Workshop, Project Tutor, and Self-Esteem were too small to test for significant differences between successful and unsuccessful juveniles. As shown in Table 22, an analysis of prior social and court history variables for successful and unsuccessful juveniles from the Anger Management program revealed no significant differences. However, two significant differences emerged between successful and unsuccessful juveniles from the Weekend Community Service Work program. Successful juveniles had a lower number of previous felony convictions than unsuccessful juveniles of the Weekend Community Service Work program. In addition, successful juveniles had a lower total number of convictions than unsuccessful juveniles. Unsuccessful juveniles from the Weekend Community Service Work program were also more likely to have been in the custody of the Department of Social Services than were successful juveniles from that program, but this difference was only marginally significant.

Table 22
Immediate Placements
Prior Social and Court Comparisons for Successful and Unsuccessful Juveniles

	Anger Management (CSU)		Weekend Community Service Work	
	Successful Juveniles (n=29)	Unsuccessful Juveniles (n=25)	Successful Juveniles (n=33)	Unsuccessful Juveniles (n=11)
Average Age	15.1	15.8	15.7	15.7
Gender (% Male)	69%	60%	61%	73%
History of Drug Use	24%	32%	48%	55%
History of Drug Sales	3%	4%	9%	27%
Previous Custody by Department of Social Services	7%	16%	0%**	9%**
Average Number of Psychological Disorders/Symptoms	.55	1	.54	.01
History of Repeating a Grade in School	31%	52%	52%	73%
Average Number of Previous Felony Convictions	.17	.40	.30*	1.5*
Average Number of Previous Non-Felony Convictions	1.2	1.2	2.0	2.9
Average Total Number of Previous Convictions	1.4	1.6	2.3*	4.4*

*Denotes significant differences between successful and unsuccessful juveniles on this variable at the $p < .05$ level.

** Denotes significant differences between successful and unsuccessful juveniles on this variable at the $p < .10$ level.

Subsequent Court Contact Comparisons for Successful and Unsuccessful Juveniles

As previously mentioned, sample sizes for Law Related Education, Pre-Employment Skills Training Workshop, Project Tutor, and Self-Esteem were too small to test for significant differences between successful and unsuccessful juveniles. As shown in Table 23, successful juveniles from the Weekend Community Service program were less likely to have any new convictions after program placement than unsuccessful juveniles. In addition, the severity level of the juveniles' most severe new convictions was significantly higher for unsuccessful juveniles than for successful juveniles from that program. There were no significant differences in subsequent court contacts between successful and unsuccessful juveniles from the Anger Management program.

Table 23 Immediate Placements <i>Subsequent Court Contact Comparisons for Successful and Unsuccessful Juveniles</i>				
	Anger Management (CSU)		Weekend Community Service Work	
	Successful Juveniles (n=29)	Unsuccessful Juveniles (n=25)	Successful Juveniles (n=33)	Unsuccessful Juveniles (n=11)
Percent of Juveniles with Convictions After Program Placement	52%	48%	39%*	82%*
Average Number of Convictions After Program Placement	.931	2.4	1.27	2.45
Average Severity Level of Convictions After Program Placement	2.5	2.7	1.6*	3.6*
Average Time Between Program Placement and First New Court Contact (in days)	180	96	80	104
Average Follow-up Period	20 months		17 months	

NOTE: The following severity levels were assigned to the 7 offense types: traffic=1; status=2; technical=3; misdemeanor/property & other=4; misdemeanor/person=5; felony/property & other=6; felony/person=7.

*Denotes significant difference between successful and unsuccessful juveniles on this variable at the $p < .05$ level.

Summary of Outcomes for Juveniles in Immediate Placements

The following results were obtained for juveniles in Immediate Placements:

- More than half of the juveniles in all of the Immediate Placements had an additional court contact after program placement.
- Forty-one percent of all juveniles had incurred at least one new court contact within 5 months of program placement.
- For all Immediate programs except Law Related Education and Pre-Employment Skills Training Workshop, more than one-third of all juveniles who had turned 18 within the data collection time period eventually incurred an adult charge.
- A comparison of the severity level of convictions before and after program placement

showed a statistically significant or marginally significant decrease in the severity levels of new convictions for all programs except Self-Esteem.

- A comparison of successful and unsuccessful juveniles indicated that juveniles who successfully completed Weekend Community Service Work had significantly fewer prior convictions and were less likely to have been in the custody of the Department of Social Services. In addition, successful juveniles from Weekend Community Service Work were less likely to have a conviction after program placement than unsuccessful juveniles. They also had less severe new convictions than did unsuccessful juveniles.

Outcomes for Juveniles in Intermediate Placement Programs

Most Serious Court Contact After Placement in a Continuum Program

For all of the Intermediate Placement programs, 80% or more of participating juveniles had at least one additional court contact after program placement (see Table 24). The percentage of juveniles with a new charge ranged from 80% in Safe Haven to 98% in ISP/EDT. Across all Intermediate Placements, juveniles were more likely to have received a misdemeanor or felony conviction rather than a technical violation conviction as their most serious new court contact. The percentage of juveniles who had a convicted technical violation as their most serious new charge ranged from 12% for Spectrum/Family First Initiative to 30% for juveniles in Safe Haven. For the majority of juveniles in Intermediate Placements, new charges ultimately led to a conviction. The percentage of juveniles who were convicted on a new charge ranged from 70% in Safe Haven to 90% in ISP/EDT. A breakdown of all subsequent charges for which these juveniles were convicted is shown in Appendix D.

Table 24 Intermediate Placements <i>Most Serious Court Contact After Placement in a Continuum Program</i>				
Type of Charge (Juvenile and Adult combined)	Family Ties (N=73)	ISP/EDT (N=216)	Safe Haven (N=10)	Spectrum/Family First Initiative (N=17)
Convictions				
Misdemeanor/ Felony	55%	68%	40%	77%
Technical	21%	21%	30%	12%
Status /Traffic	1%	1%	0%	0%
Non-Convictions				
Pending	3%	5%	0%	0%
Nolle Prosequi/ Dismissed/ Not Guilty	4%	3%	10%	0%
Juveniles with at least one additional court contact	84%	98%	80%	89%

NOTE: Average tracking periods for juveniles in the Intermediate Placements: Family Ties- 23 months; ISP/EDT- 32 months; Safe Haven- 14 months; Spectrum/Family First Initiative- 31 months.

An analysis of subsequent court contact latency showed that only 7% of the juveniles in Intermediate Placements received no new petitions during the tracking period, which was an average of 29 months. About half of the juveniles had received a new petition within 3 months of program placement and three-quarters of the juveniles had received at least one new petition within 5 months of program placement. Finally, 18% of these juveniles received a new petition 6 months or more after program placement.

Average Severity Level of Convictions Before and After Program Placement

For all of the Intermediate Placement programs except Spectrum/Family First Initiative, the average severity level of the juveniles' most severe convictions before program placement was significantly higher than the average severity level of the juveniles' most severe convictions after program placement. This effect was only marginally significant, however, for Safe Haven. These results are shown in Table 25.

Table 25 Intermediate Placements <i>Average Severity Level of Convictions Before and After Program Placement</i>				
	Family Ties (N=73)	ISP/EDT (N=216)	Safe Haven (N=10)	Spectrum/ Family First Initiative (N=17)
Most Severe Conviction Before Placement	5.4*	5.6*	4.9**	4.7
Most Severe Conviction After Placement	3.6*	4.4*	2.9**	4.5

NOTE: The following severity levels were assigned to the 7 offense types: traffic=1; status=2; technical=3; misdemeanor/property & other=4; misdemeanor/person=5; felony/property & other=6; felony/person=7.

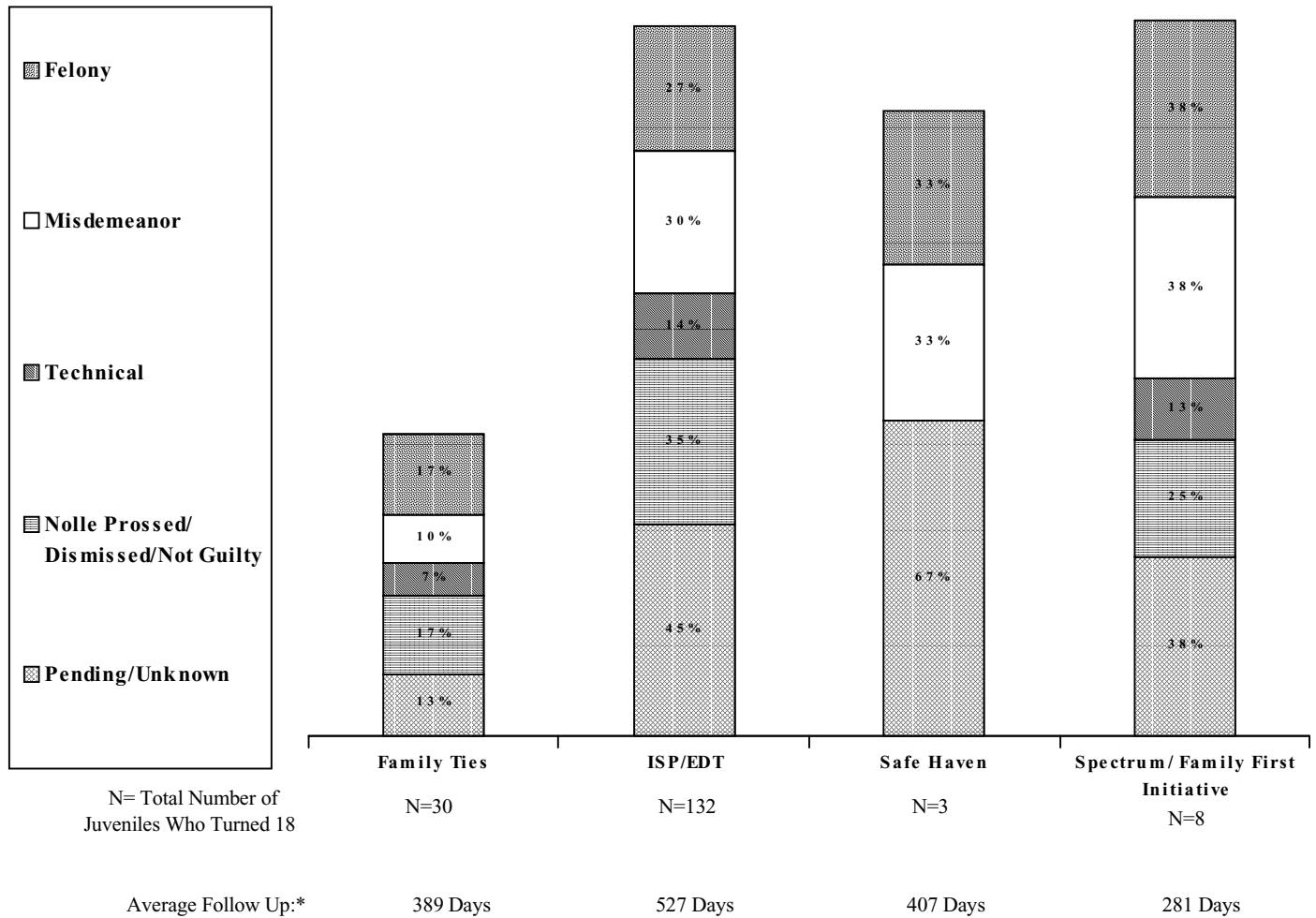
* Denotes significant difference in severity level before and after program placement at the $p < .05$ level.

** Denotes significant difference in severity level before and after program placement at the $p < .10$ level.

Adult Court Contacts

As shown in Figure 3, the number of juveniles in Intermediate Placement programs who had turned 18 before the end of the study period ranged from 3 in Safe Haven to 132 in ISP/EDT. The programs with the highest percentages of juveniles with additional court contacts after turning 18 were Safe Haven (67%), ISP/EDT (61%), and Spectrum/Family First Initiative (50%). Only about one-third of the juveniles in Family Ties who had turned 18 eventually incurred a charge as an adult. Across programs, the most common types of adult court contacts were for charges that were unknown/pending, felonies, and misdemeanors.

Figure 3
Adult Court Contacts Among Juveniles in Intermediate Placements



NOTE: Juveniles could have had more than 1 court contact; therefore, the sum of the percentages for the types of court contacts may exceed 100% for each program.

*Time period between date of 18th birthday and date of CCRE data collection.

Prior Social and Court History Comparisons for Successful and Unsuccessful Juveniles

Sample sizes for ISP/EDT and Safe Haven were too small to test for significant differences in prior social and court history between successful and unsuccessful juveniles. In addition, program completion information was not made available to evaluators for Spectrum/Family First Initiative. Therefore, an analysis of the differences between successful and unsuccessful juveniles could only be applied to the Family Ties program. As shown in Table 26, several effects were found for this program. First, successful juveniles in the Family Ties program had significantly fewer previous non-felony convictions and total convictions than did unsuccessful juveniles from that program. In addition, successful juveniles from Family Ties were less likely to have had a history of drug use and more likely to have repeated a grade in school than juveniles who were unsuccessful in that program. These last two differences, however, were of marginal significance.

Table 26 Intermediate Placements <i>Prior Social and Court Comparisons for Successful and Unsuccessful Juveniles</i>		
	Family Ties	
	Successful Juveniles (n=28)	Unsuccessful Juveniles (n=18)
Average Age	15.9	15.6
Gender (% Male)	86%	83%
History of Drug Use	57%**	83%**
History of Drug Sales	25%	33%
Previous Custody by Department of Social Services	14%	11%
Average Number of Psychological Disorders	1.9	2.8
History of Repeating a Grade in School	89%**	67%**
Average Number of Previous Felony Convictions	.92	1.4
Average Number of Previous Non-Felony Convictions	1.6*	3.4*
Average Total Number of Previous Convictions	2.5*	4.7*

*Denotes significant differences between successful and unsuccessful juveniles on this variable at the p<.05 level.

**Denotes significant differences between successful and unsuccessful juveniles on this variable at the p<.10 level.

Subsequent Court Contact Comparisons for Successful and Unsuccessful Juveniles

As mentioned in the previous section, Family Ties was the only program with a large enough sample size for comparing successful and unsuccessful juveniles. Analyses indicated that, successful juveniles from the Family Ties program were less likely to have a conviction after program placement than were unsuccessful juveniles. Successful juveniles also had fewer new convictions than did unsuccessful juveniles from that program. In addition, the severity level of new convictions was significantly lower for successful juveniles than unsuccessful juveniles. These results are shown in Table 27.

Table 27		
Intermediate Placements		
<i>Subsequent Court Contact Comparisons for Successful and Unsuccessful Juveniles</i>		
	Family Ties	
	Successful Juveniles (n=28)	Unsuccessful Juveniles (n=18)
Percent of Juveniles with Convictions After Program Placement	54%*	89%*
Average Number of Convictions After Program Placement	1.4*	2.9*
Average Severity Level of Convictions After Program Placement	2.4*	3.9*
Average Time Between Program Placement and First New Court Contact (in days)	89	57
Average Follow-up Period	20 months	

NOTE: The following severity levels were assigned to the 7 offense types: traffic=1; status=2; technical=3; misdemeanor/property & other=4; misdemeanor/person=5; felony/property & other=6; felony/person=7.

* Denotes significant differences between successful and unsuccessful juveniles on this variable at the $p<.05$ level.

Summary of Outcomes for Juveniles in Intermediate Placements

The following results were obtained for juveniles in Intermediate Placements:

- A majority of the juveniles in all four programs had incurred an additional charge after program placement.
- About half of the juveniles had received a new charge within 3 months of program placement.
- In addition, anywhere from one-third to about two-thirds of all juveniles who had turned 18 during the data collection period had received a charge in adult court.
- A comparison of the severity level of convictions before and after program placement showed a statistically significant or marginally significant decrease in the seriousness of new charges for all programs except Spectrum/Family First Initiative.
- A comparison of successful and unsuccessful juveniles indicated that those who successfully completed Family Ties had significantly fewer prior convictions, were

less likely to have had a history of drug use, and were more likely to have repeated a grade in school than those who were unsuccessful. In addition, juveniles who successfully completed Family Ties were less likely to have a conviction after program placement. They also had significantly fewer and less severe new convictions than those who were unsuccessful.

Outcomes for Juveniles in Alternative Placement Programs

Most Serious Court Contact After Placement in a Continuum Program

Juveniles receiving an Alternative Placement were very likely to have an additional court contact during the tracking period. As shown in Table 28, more than 90% of juveniles in both Oasis House and Stepping Stone Group Home received at least one new charge subsequent to placement in their respective programs. For both programs, juveniles were more likely to receive a felony/misdemeanor conviction as their most serious court contact after program placement rather than a technical violation conviction. The percentage of juveniles receiving a technical violation conviction as their most serious charge was 17% for Oasis House and 23% for Stepping Stone Group Home. Juveniles in both programs were more likely to be convicted of a new charge than to be found not guilty or to have the charge dismissed or nolle prosequi. The percentage of juveniles who were convicted on a new charge was 84% for Oasis House and 87% for Stepping Stone Group Home. A breakdown of all subsequent charges for which juveniles in Alternative Placements were convicted is shown in Appendix D.

Table 28 Alternative Placements <i>Most Serious Court Contact After Placement in a Continuum Program</i>		
Type of Charge (Juvenile and Adult Combined)	Oasis House (N=12)	Stepping Stone Group Home (N=39)
Convictions		
Misdemeanor/Felony	67%	64%
Technical	17%	23%
Status /Traffic	0%	0%
Non-Convictions		
Pending	0%	3%
Nolle Prosequi/Dismissed/ Not Guilty	8%	0%
Juveniles with at least one additional court contact	92%	90%

NOTE: Average tracking periods for juveniles in the Alternative Placements were as follows: Oasis House- 23 months; Stepping Stone Group Home- 27 months.

An analysis of subsequent court contact latency showed that 10% of the juveniles in Alternative Placements received no new charges during the tracking period, which was an average of 26 months. However, 44% had received at least one new charge within 3 months of program placement and 60% had received at least one new charge within 5 months of program placement. Thirty percent of these juveniles received a new charge 6 months or more after program placement.

Average Severity Level of Convictions Before and After Program Placement

The average severity level of the juveniles' most severe convictions before program placement was significantly higher than the average severity level of the juveniles' most severe convictions after program placement for Stepping Stone Group Home. There were no significant differences, however, in the average severity level of the most severe conviction for juveniles before and after placement into Oasis House. These results are shown in Table 29.

Table 29 Alternative Placements <i>Average Severity Level of Convictions Before and After Program Placement</i>		
	Oasis House (N=12)	Stepping Stone Group Home (N=39)
Most Severe Conviction Before Placement	3.8	5.6*
Most Severe Conviction After Placement	4.3	4.1*

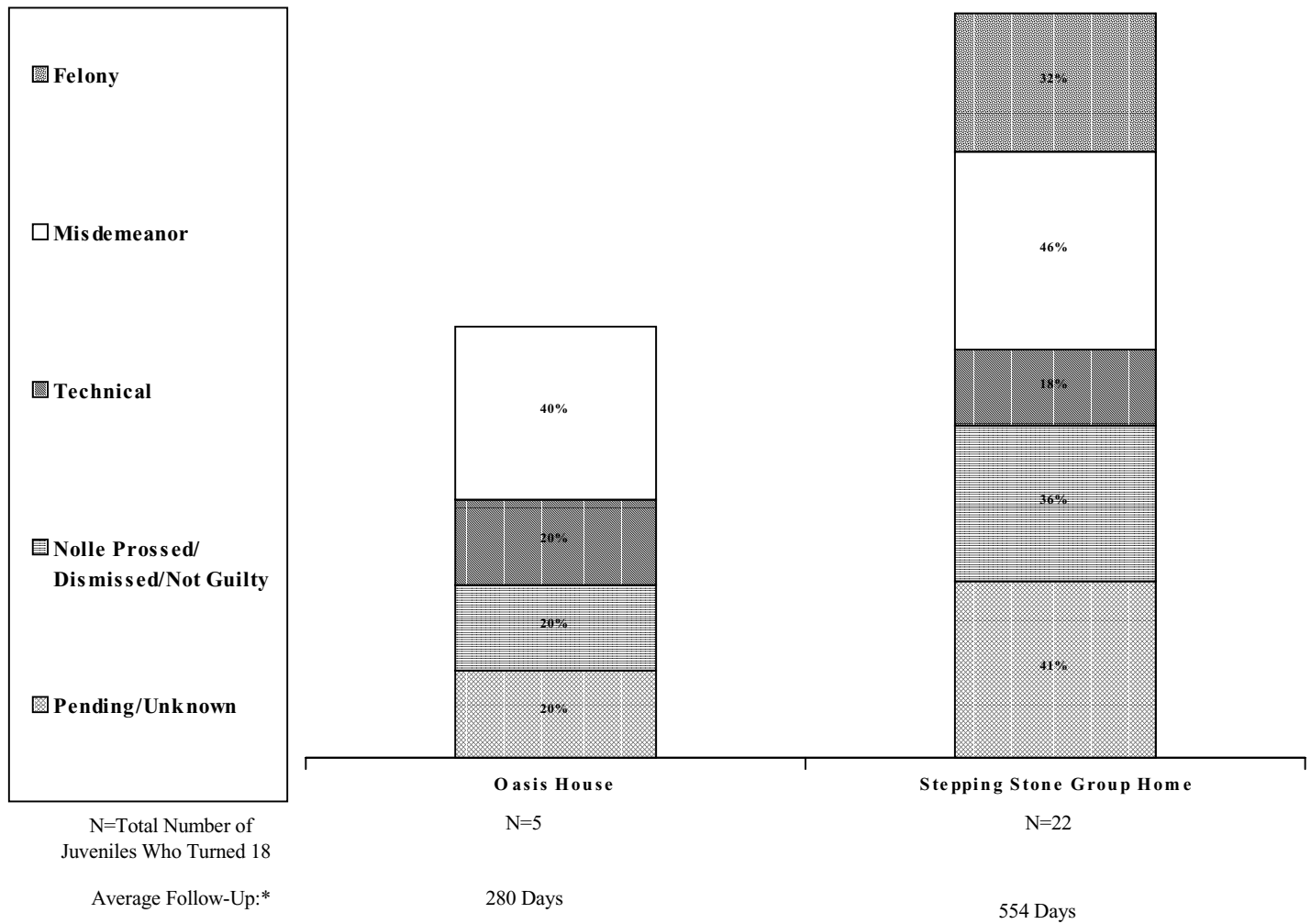
NOTE: The following severity levels were assigned to the 7 offense types: traffic=1; status=2; technical=3; misdemeanor/property & other=4; misdemeanor/person=5; felony/property & other=6; felony/person=7.

*Denotes significant difference in severity level before and after program placement at the $p<.05$ level.

Adult Court Contacts

As shown in Figure 4, twenty-two juveniles in Stepping Stone Group Home had turned 18 before the end of the study period. However, only 5 juveniles in Oasis House had turned 18 before the end of the study period. The proportion of juveniles with adult court contacts after the age of 18 was rather high for both programs: 59% and 60% for Stepping Stone Group Home and Oasis, respectively. However, the follow-up time for Stepping Stone Group Home was almost twice as long. Across programs, the most common types of adult court contacts were misdemeanor convictions, and charges that were pending/unknown and nolle prosequi/dismissed/not guilty.

Figure 4
Adult Court Contacts Among Juveniles in Alternative Placements



NOTE: Juveniles could have had more than 1 court contact; therefore, the sum of the percentages for the types of court contacts may exceed 100% for each program.

* Time period between date of 18th birthday and date of CCRE data collection.

Comparisons Between Successful and Unsuccessful Juveniles

Sample sizes for Oasis House and Stepping Stone Group Home were too small to test for significant differences in prior social and court history or subsequent court contacts between juveniles who were successfully and unsuccessfully discharged.

Summary of Outcomes for Juveniles in Alternative Placements

The following results were obtained for juveniles in Alternative Placements:

- An analysis of subsequent court contacts for juveniles in Alternative Placements showed that almost every juvenile had an additional court contact after program placement.
- For Stepping Stone Group Home, a comparison of the severity level of convictions before and after program placement suggested that the seriousness of new convictions significantly decreased for most juveniles.
- Across programs, about 60% of the juveniles who had turned 18 within the evaluation time frame had incurred a new charge in adult court.

Outcomes for Juveniles in Secure Placement Programs

Most Serious Court Contact After Placement in a Continuum Program

More than 90% of juveniles in Secure Placements incurred at least one new court contact subsequent to placement in Boot Camp or Post-Dispositional Detention (see Table 30). These juveniles were more likely to receive a misdemeanor or felony conviction than a technical violation conviction as their most serious court contact following program placement. Twenty-four percent of Boot Camp juveniles received a technical violation conviction as their most serious charge, as did 13% of juveniles in Post-Dispositional Detention. Very few juveniles in either Secure Placement program had a non-conviction (e.g., pending, nolle prosequi, dismissed, not guilty) as their most serious court contact after program placement. The percentage of juveniles who were convicted on a new charge was 81% for Boot Camp and 93% for Post-Dispositional Detention. A breakdown of all subsequent charges for which juveniles in Secure Placements were convicted is shown in Appendix D.

Table 30 Secure Placements <i>Most Serious Court Contact After Placement in Continuum Program</i>		
Type of Charge (Juvenile and Adult Combined)	Boot Camp (N=103)	Post-Dispositional Detention (N=24)
Convictions		
Misdemeanor/Felony	56%	80%
Technical	24%	13%
Status /Traffic	1%	0%
Non-Convictions		
Pending	6%	4%
Nolle Prosequi/Dismissed/ Not Guilty	5%	0%
Juveniles with at least one additional court contact	92%	97%

NOTE: Average tracking periods for juveniles in the Secure Placements were as follows: Boot Camp- 25 months; Post-Dispositional Detention- 36 months.

An analysis of subsequent court contact latency showed that only 8% of the juveniles in Secure Placements received no new charges during the tracking period, which was an average of 27 months. Only 21% of the juveniles received their first new charge within 5 months of program placement. The majority of juveniles (71%) received new charges after 6 months from program placement. It should be noted, however, that most of these juveniles were in secure confinement for the first 3 to 5 months of program placement.

Average Severity Level of Convictions Before and After Program Placement

For both the Boot Camp and the Post-Dispositional Detention program, the average severity level of the juveniles' most severe convictions before program placement was significantly higher than the average severity level of the juveniles' most severe convictions after program placement. These results are shown in Table 31.

Table 31 Secure Placements <i>Average Severity Level of Convictions Before and After Program Placement</i>		
	Boot Camp (N=103)	Post-Dispositional Detention (N=24)
Most Severe Conviction Before Placement	5.9*	5.9*
Most Severe Conviction After Placement	3.7*	4.8*

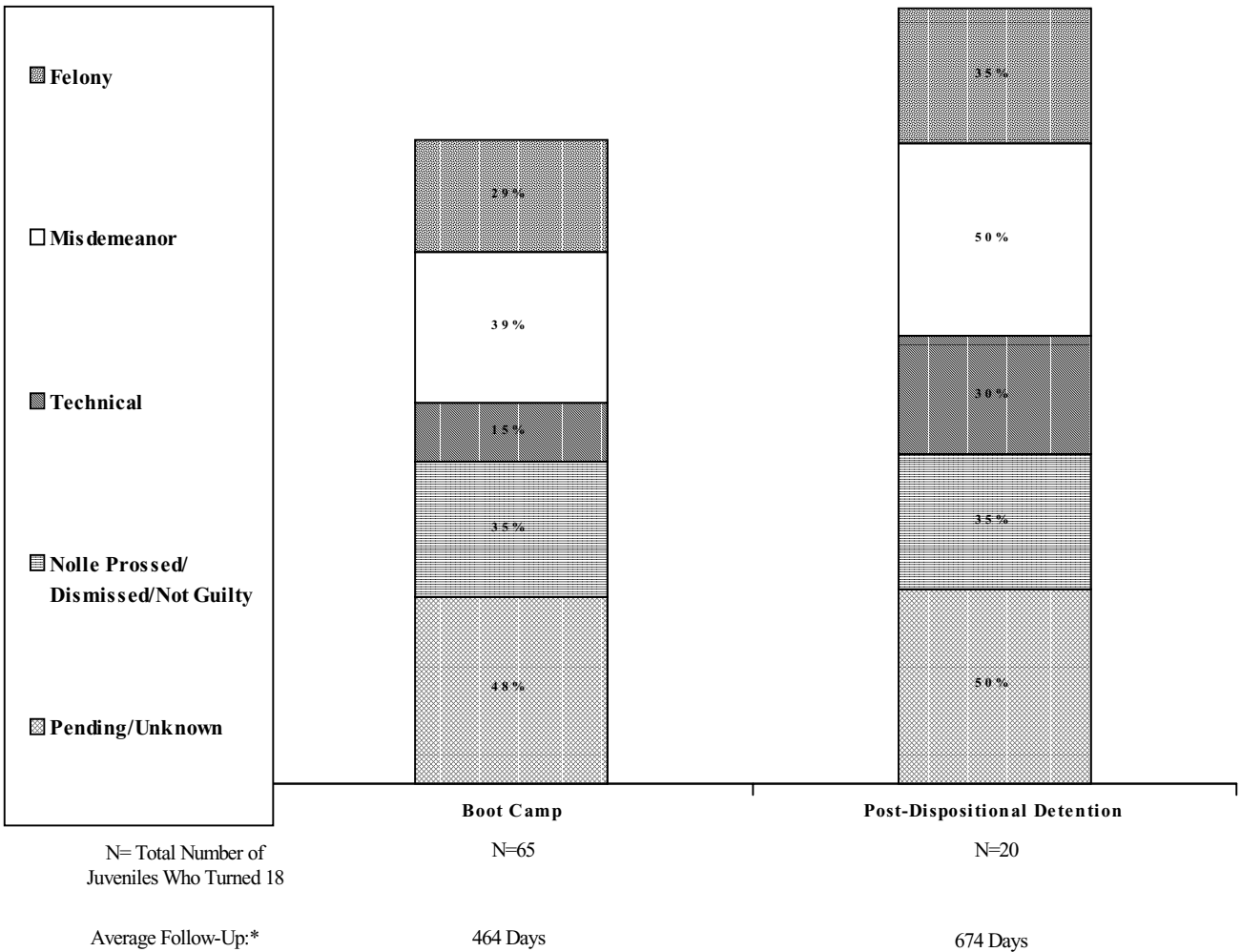
NOTE: The following severity levels were assigned to the 7 offense types: traffic=1; status=2; technical=3; misdemeanor/property & other=4; misdemeanor/person=5; felony/property & other=6; felony/person=7.

*Denotes significant difference in severity level before and after program placement at the $p < .05$ level.

Adult Court Contacts

As shown in Figure 5, sixty-five juveniles in Boot Camp and 20 juveniles in Post-Dispositional Detention had turned 18 before the end of the study period. The proportion of juveniles who incurred new charges after turning 18 was rather high for both programs: 65% and 70% for Boot Camp and Post-Dispositional Detention, respectively. Across programs, the most common types of adult court contacts were misdemeanor convictions, and charges that were pending or nolle prosequi/dismissed/not guilty.

Figure 5
Adult Court Contacts Among Juveniles in Secure Placements



NOTE: Juveniles could have had more than 1 court contact; therefore, the sum of the percentages for the types of court contacts may exceed 100% for each program.

* Time period between date of 18th birthday and date of CCRE data collection.

Prior Social and Court History Comparisons for Successful and Unsuccessful Juveniles

The sample size for Post-Dispositional Detention was too small to test for significant differences in prior social and court history between successful and unsuccessful juveniles. Successful juveniles from the Boot Camp/Boot Camp Aftercare program were significantly less likely to have had a history of drug use than juveniles who were unsuccessfully discharged from that program. No other significant differences were noted between successful and unsuccessful juveniles from the Boot Camp/Boot Camp Aftercare program. These results are shown in Table 32.

Table 32 Secure Placements <i>Prior Social and Court History Comparisons for Successful and Unsuccessful Juveniles</i>		
	Boot Camp/ Boot Camp Aftercare	
	Successful Juveniles (n=14)	Unsuccessful Juveniles (n=31)
Average Age	16	17
Gender (% Male)	100%	100%
History of Drug Use	79%*	97%*
History of Drug Sales	36%	48%
Previous Custody by Department of Social Services	0%	3%
Average Number of Psychological Disorders	1.9	1.7
History of Repeating a Grade in School	86%	94%
Average Number of Previous Felony Convictions	2.1	2.1
Average Number of Previous Non-Felony Convictions	4.0	3.7
Average Total Number of Previous Convictions	6.0	5.9

* Denotes significant differences between successful and unsuccessful juveniles on this variable at the $p < .05$ level.

Subsequent Court Contact Comparisons for Successful and Unsuccessful Juveniles

As mentioned in the previous section, the Post-Dispositional Detention program did not have a large enough sample size for comparing successful juveniles to unsuccessful

juveniles. For the Boot Camp program, the average time between program placement and first new charge was longer for successful juveniles than for unsuccessful juveniles. No other only significant differences in subsequent court contacts were obtained for the juveniles in the Boot Camp. These results are shown in Table 33.

Table 33 Secure Placements <i>Subsequent Court Contact Comparisons for Successful and Unsuccessful Juveniles</i>		
	Boot Camp/ Boot Camp Aftercare	
	Successful Juveniles (n=14)	Unsuccessful Juveniles (n=31)
Percent of Juveniles with Convictions After Program Placement	71%	84%
Average Number of Convictions After Program Placement	1.8	2.0
Average Severity Level of Convictions After Program Placement	5.4	4.2
Average Time Between Program Placement and First New Court Contact (in days)	280*	237*
Average Follow-up Period	20 months	

NOTE: The following severity levels were assigned to the 7 offense types: traffic=1; status=2; technical=3; misdemeanor/property & other=4; misdemeanor/person=5; felony/property & other=6; felony/person=7.

*Denotes significant differences between successful and unsuccessful juveniles on this variable at the $p<.05$ level.

Summary of Outcomes for Juveniles in Secure Placements

The following results were obtained for juveniles in Secure Placements:

- A majority of the juveniles in both Secure Placement programs had incurred an additional charge after program placement.
- For both programs, a comparison of the average severity level of convictions before and after program placement suggested that the seriousness of the new crimes significantly decreased for most juveniles.
- Of all the juveniles who had turned 18 during the data collection period, the majority had received a charge in adult court.
- A comparison of successful and unsuccessful juveniles indicated that juveniles who successfully completed Boot Camp/Boot Camp Aftercare were less likely to have had a history of drug use than juveniles who did not successfully complete Boot Camp/Boot Camp Aftercare. In addition, the average time between program placement and first new charge was longer for successful juveniles than for unsuccessful juveniles.

IX. CONTINUUM SYSTEM OUTCOMES

A series of analyses investigated whether the Continuum programs were operating as a system of graduated sanctions, as intended by the Stakeholders.

First, prior offense histories were reviewed to compare the number of previous offenses committed by juveniles in the four different placement types indicated earlier, which were categorized by level of restrictiveness: Immediate, Intermediate, Alternative and Secure. This analysis examines all convictions before program placement, including those convictions that disposed the juveniles into the programs. The specific types of offenses that placed juveniles into the programs were also reviewed to determine the severity level of those placement offenses. It was expected that, on average, the number of previous convictions and the severity level of the placement offenses would increase as the level of program restrictiveness increased.

Second, movement between Continuum programs was analyzed to determine how many juveniles received subsequent placements that were more restrictive than their initial placements. Aside from DJJ, Adult Jail, and DOC placements, this analysis does not include a review of traditional dispositions, such as community service work, fines, detention, or individual counseling. Therefore, it does not provide a complete representation of subsequent reoffending or dispositions. Also, the sample for this analysis includes only juveniles who were placed in each program as a first Continuum placement, and therefore may not be representative of all juveniles who have participated in each program. As predicted by the philosophy of graduated sanctions, it was expected that most juveniles with a subsequent Continuum placement would be disposed into a program that was more restrictive than their initial placement.

Third, movement though the entire Richmond juvenile justice system was examined to determine whether Richmond's juvenile justice system was operating as a graduated sanctions system. One hundred and fifteen juveniles from the original study sample who had incurred their first petition between January 1, 1996 and December 31, 1996 were included in this investigation. This timeframe was chosen because most Continuum programs had been implemented and were accepting juveniles as of January 1, 1996. Beginning with their first petitions, the complete court histories of these juveniles were tracked to determine the types of dispositions imposed on juveniles, relative to the severity of additional charges. Unlike the analyses described above, this analysis includes the entire array of dispositions given to juveniles in this sample, and was not limited to Continuum programs only. The restrictiveness of dispositions was coded on a scale ranging from 1 to 8 for the following groups of dispositions, beginning with the least restrictive: pre-dispositional, nominal/suspended, treatment services, immediate placements, alternative placements, intermediate placements, secure community placements, and secure confinement (see Appendix E for more specific information). The coding system for offense severity, which was the same as the system described in the previous section on page 59, ranged from 1 to 7. Although the specific circumstances of each case are important determinants of individual placements, it was generally

expected that as offense severity increased, disposition restrictiveness would increase also.

A final analysis examined the impact of the Richmond Continuum on Virginia's juvenile justice system. Evaluators examined the number of Richmond juveniles committed to state juvenile correctional centers in FY1995 and FY1999 to determine whether there has been a decrease in such commitments since the implementation of the Richmond Continuum. It was expected that DJJ commitments of Richmond youth would decrease over the 1995-1999 time period because relatively more youth should be served in the community by the Continuum programs.

Average Number of Convictions Prior to Placement in a Continuum Program

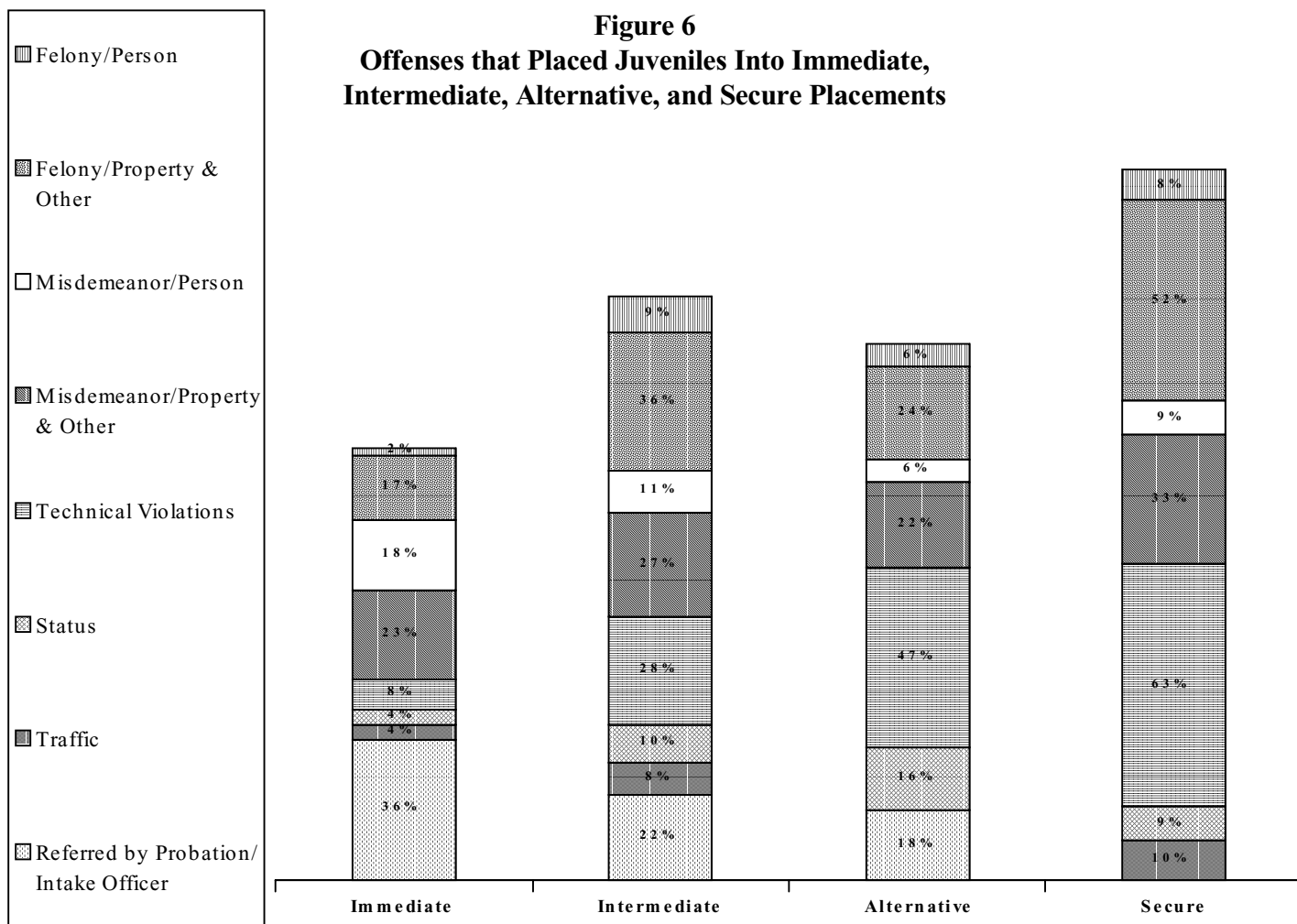
The average number of previous convictions was 1.9, 4.0, 3.6, and 6.1 for the Immediate, Intermediate, Alternative, and Secure Placement programs, respectively (see Table 34). In general, the number of previous convictions increased along with the restrictiveness of the placement (see Figure 1 on page 8). A few exceptions were noted, however. First, the number of previous convictions incurred by juveniles in Safe Haven, which is an Intermediate placement, was similar to the number of convictions incurred by juveniles in Secure Placements. The majority of juveniles in Safe Haven had five or more convictions, making them the most chronic offenders of all Intermediate Placement juveniles. In addition, the number of previous convictions incurred by juveniles in Oasis House, an Alternative Placement, was similar to the number of convictions incurred by juveniles in Immediate Placements, a less severe form of placement. This may be due to the fact that Oasis House accepts runaways and other self-referrals whereas juveniles in Stepping Stone Group Home, also an Alternative placement, are required to be court-ordered to the program. Interestingly, it appears that three of the Immediate placement programs, specifically Law Related Education, Anger Management, and Self-Esteem, are serving a significant percentage of juveniles with no previous convictions in Richmond. While some of these juveniles have charges in other localities, most of the juveniles with no previous convictions appear to be diversion cases. In addition, it should be noted that almost half of the juveniles in Law Related Education were court-ordered, even though it was designed to be a diversion program. As predicted by the graduation sanctions philosophy, all of the juveniles in Secure Placements had at least one prior conviction. For more specific information by individual program, please see Appendix F.

Table 34 Average Number of Convictions Prior to Placement in Continuum Program	
Immediate	Average Number of Prior Convictions
<i>Anger Management (CSU) N=55</i>	1.5
<i>Law Related Education (CSU) N=33</i>	<1
<i>Pre-Employment Skills Training Workshop (CSU) N=12</i>	3.0
<i>Project Tutor (CSU) N=45</i>	2.0
<i>Self-Esteem (CSU) N=11</i>	1.2
<i>Weekend Community Service Work N=55</i>	2.7
Across All Immediate Programs	1.9
Intermediate	Average Number of Prior Convictions
<i>Family Ties N=73</i>	3.3
<i>ISP/EDT N=216</i>	3.9
<i>Safe Haven N=10</i>	6.2
<i>Spectrum/Family First Initiative N=17</i>	2.5
Across All Intermediate Programs	4.0
Alternative	Average Number of Prior Convictions
<i>Oasis House N=12</i>	2.2
<i>Stepping Stone Group Home N=39</i>	4.9
Across All Alternative Placements	3.6
Secure	Average Number of Prior Convictions
<i>Boot Camp and Aftercare N=103</i>	5.6
<i>Post-Dispositional Detention N=24</i>	6.5
Across All Secure Placements	6.1

NOTE: Figures in this table include any delinquent, technical, status or traffic charges for which juveniles were convicted.

Offenses that Placed Juveniles Into Continuum Programs

Figure 6 shows the types of offenses that placed juveniles into Immediate, Intermediate, Alternative and Secure level Continuum programs. In many instances, juveniles were placed into a program for more than one offense type. For example, a juvenile may have been placed into an Alternative Placement as the result of an auto theft conviction and a simple assault conviction. Across all placement types, technical violations and felony/property offenses, which are at the middle to higher end of the severity scale



NOTE: Percentages in bars indicate the percentage of juveniles in each program category that entered the programs for each offense type. Many juveniles are placed in a program for more than one type of offense; therefore, percentages within a placement category bar may exceed 100%. Taller bars indicate placement categories which contain greater proportions of juveniles placed in a program for multiple offense types. If an offense type is not shown in a placement category bar, no juveniles were placed in the placement category for that offense type.

used in this study, were the most common types of offenses to place juveniles in a Continuum program. A few exceptions to this general trend were noted. First, intake and probation referrals were particularly common for Immediate, Intermediate, and Alternative level Placements. This finding was not particularly surprising for the Immediate Placements, given that this group includes Law Related Education, which is supposed to be a diversion program. However, Intermediate and Alternative Placements are designed for more chronic and severe offenders; therefore, probation referrals are somewhat unexpected for these programs. Also, misdemeanor/property offenses were rather common for juveniles in Secure Placements. Traffic offenses were the least common type of offense to place juveniles into any of the Continuum Programs. In addition, relatively few juveniles were placed into a Continuum program for crimes against persons, the most serious of all offense types. Overall, the severity of the placement offenses increased as the restrictiveness of the program placement increased.

Movement Through Continuum Programs²⁸

Across all programs, almost three-quarters of the juveniles with a subsequent Continuum placement eventually received a new placement that was more restrictive than the initial one. These results are shown in Table 35. In general, the likelihood of receiving a more restrictive subsequent placement was lower among juveniles who started out in highly restrictive placements. In particular, the Boot Camp and Post-Dispositional programs did not appear to be operating as “last chance” programs. Many juveniles from these programs with additional charges were not committed to DJJ, Adult Jail, or DOC, which would be the next step according to the graduated sanctions philosophy. A majority of these juveniles were disposed into a less restrictive placement. The specific patterns of movement for juveniles initially disposed into each of the Continuum programs are shown in Appendix G.

²⁸ Sample sizes for Self-Esteem, Pre-Employment Skills Training Workshop, and Safe Haven were less than 10 and, therefore, were excluded from this analysis.

Table 35 Movement Through Continuum Programs	
Program Name	% of Reoffending Juveniles Who Eventually Received a More Restrictive Subsequent Placement*
<u>Immediate Placements</u>	
<i>Anger Management</i>	87%
<i>Law Related Education</i>	69%
<i>Project Tutor</i>	83%
<i>Weekend Community Service Work</i>	69%
<u>Intermediate Placements</u>	
<i>Family Ties</i>	61%
<i>ISP/EDT</i>	77%
<i>Spectrum/Family First Initiative</i>	50%
<u>Alternative Placements</u>	
<i>Oasis House</i>	33%
<i>Stepping Stone Group Home</i>	74%
<u>Secure Placements</u>	
<i>Boot Camp</i>	63%
<i>Post-Dispositional Detention</i>	50%
OVERALL	73%

*Juveniles without a subsequent Continuum program placement were eliminated from this analysis.

Graduated Sanctions Analysis For a Sample of Continuum Juveniles

According to the philosophy of graduated sanctions, juveniles who incur new charges that are more serious than previous charges should receive a more restrictive subsequent disposition. However, as shown in Table 36, this only occurred about half of the time for the sample of juveniles in this analysis. In addition, juveniles with charges that escalated in severity received equally restrictive placements about 25% of the time, and less restrictive placements about 20% of the time. In general, it appears as though the Continuum is operating as a graduated sanctions system in about half of all cases.

Table 36 A Graduated Sanctions Analysis For a Sample of Continuum Juveniles					
Crime Phases Compared*	Number of Juveniles who Reoffended	Percentage of Reoffenders With More Serious New Convictions	Restrictiveness of New Placement for Juveniles With More Serious New Convictions		
			<i>Less Restrictive New Placement</i>	<i>Equally Restrictive New Placement</i>	<i>More Restrictive New Placement</i>
Charge 1 to Charge 2	96	24%	9%	26%	65%
Charge 2 to Charge 3	71	23%	25%	19%	56%
Charge 3 to Charge 4	51	27%	36%	14%	50%
Charge 4 to Charge 5	31	39%	8%	25%	67%
Charge 5 to Charge 6	17	41%	43%	43%	14%
Charge 6 to Charge 7**	12	33%	0%	50%	50%
OVERALL			20%	25%	55%

* In cases where more than 1 charge contributed to a disposition, the most serious charge was used for comparison purposes.

**Only five juveniles from the sample had 8 or more charges; therefore, this analysis does not include comparisons after the seventh charge.

Impact of the Continuum on Virginia's Juvenile Justice System

The number of Richmond youth committed to Virginia's state correctional centers decreased from 123 juveniles in FY1995 to 80 juveniles in FY1999. These figures represent a total reduction of 35%, suggesting that the Richmond Continuum has retained a significant number of juveniles in the community. Evaluators were unable to compare Richmond's figures to statewide commitment figures during this same time period because the Boot Camp used by Richmond is also used as a state commitment facility, and the number of statewide commitments to the Boot Camp was unavailable. However, a 35% decrease is notable, and not likely to be simply a reflection of decreased commitments statewide.

X. PRELIMINARY EVALUATION OF THE SOUTHSIDE TDCC, NORTHSIDE TDC, AND NEW CONTINUUM PROGRAMS

The Truancy, Diversion & Curfew Centers, the Drug Treatment Court, and Project Payback have not been in operation long enough for an outcome evaluation. However, some preliminary descriptive and outcome information is presented below for these programs.

Truancy, Diversion and Curfew Centers (TDCCs)

Data were collected from the Northside and Southside Truancy, Diversion, and Curfew Centers (TDCCs) to assess program progress and outcomes. Center staff were asked to provide program rosters and participation data for each program that operated between September 1, 1998 and June 30, 1999. Table 37 provides a list of programs that were reported as operating during this time frame.

Table 37	
List of TDCC Programs	
<i>Program</i>	<i>Site(s)</i>
Truancy Program	Northside and Southside
Curfew Program	Southside only
Diversion: Parent-Child Mediation	Northside and Southside
Diversion: SMILE	Northside and Southside
Diversion: Law Related Education	Northside and Southside
Diversion: Anger Management	Northside and Southside
Diversion: Teen Issues	Northside only

Descriptive information about each program (e.g., number enrolled, demographic information, graduation rates, etc.) is provided in the sections below. In reviewing data from the Southside Center, researchers noted that the documented graduation rates for these programs were very high. Upon further exploration, staff from Southside explained that some participants were routinely “re-referred” to another program and removed from the roster of the original placement. This occurred in situations when a juvenile did not attend the program, or did not complete the program requirements successfully. Because these juveniles were not documented on the program rosters, they could not be accounted for in calculations of the graduation rates provided below. Enrolled individuals who do not attend or complete a program would typically be classified as unsuccessful participants; therefore, graduation rates for Southside programs should be interpreted very cautiously. The Northside Center did not report using this documentation strategy.

Staff were also asked to provide follow-up data for all juveniles who were enrolled during the September 1, 1998 – December 31, 1998 time period. Identified juveniles were tracked for reoffending using the JTS until June 30, 1999. When available, these

data are also provided at the end of each program section.

Truancy and Curfew Programs

Both TDCC sites operated a truancy program during the 10-month study period. The Southside Center reported 467 truancy cases, representing 352 juveniles. Eighteen percent of these juveniles committed at least one additional truancy offense within the 10 month period. The Northside Center reported 240 truancy cases during the same time frame, with 45 repeat offenders.

Only the Southside Center operated a curfew program, which actually began in July 1998. A total of 295 cases, representing 280 juveniles, were documented during the first year of operation. Only 5% of these juveniles incurred an additional curfew offense through June 1999.

SMILE Program

The SMILE program operated at both TDCC sites, but was discontinued at both centers by the end of 1998. Juveniles were placed into SMILE groups, which were designed to meet in 3-hour blocks over 4 sessions (or 12 hours total). However, participation data from these groups indicate that these sessions were only 2 hours long, and that services may have been delivered over more than 4 sessions. Two SMILE groups were completed by June 30 in each site, and one additional group was terminated prior to completion at the Southside Center. During the study period, 13 juveniles at the Southside Center and 16 juveniles at the Northside Center were enrolled in the SMILE program. Program data for the SMILE program is contained in Table 38.

Table 38 Descriptive Information for the SMILE Program (September 1998 - June 1999)		
<i>Category</i>	<i>Northside</i>	<i>Southside</i>
Group Capacity	10	10
Average Number of Juveniles Enrolled Per Group	8.0	4.3
Total Number of Juveniles Enrolled	16	13
Average Age	13.4	13.6
Gender	100% Male	Missing
Avg. Number of Sessions Attended – All Participants	1.1	3.0
Avg. Number of Hours Completed – All Participants	2.3	6.0
Avg. Number of Hours Completed – Graduates Only	8.0	7.8
Percentage Who Completed Program Successfully	19%	77%

These findings indicate that the Southside Center served slightly fewer total juveniles in the SMILE program when compared to Northside, and served smaller groups on average.

Although a greater percentage of the juveniles at the Southside TDCC completed the program successfully, the Southside program was utilized far below program capacity. Across all participants, Southside juveniles attended more sessions and received more hours of services than juveniles in the Northside program. However, the hours attended by program graduates was essentially equal for both sites.

Of the 13 juveniles at the Southside Center, 8 (62%) had incurred an additional charge by June 30, 1999. Appropriate tracking data were not received from the Northside Center for juveniles in this program.

Law Related Education

The Law Related Education (LRE) program also operated at both TDCC sites. Each LRE group was designed to be held in 1.5-hour blocks over a period of 6-8 weeks. Therefore, the complete program curriculum should require about 9-12 hours to complete. It is unclear why curriculum length may vary from group to group. Program data from the Southside Center confirms that the reported structure was used at that site; however, data from the Northside Center indicates that their LRE sessions were held in one-hour blocks instead.

During the study period, two LRE groups were completed at the Southside Center and three groups were completed at the Northside Center. The number of juveniles enrolled was 26 at Southside and 39 at Northside. Table 39 provides descriptive information about the LRE program.

Table 39 Descriptive Information for the Law Related Education Program (September 1998 - June 1999)		
<i>Category</i>	<i>Northside</i>	<i>Southside</i>
Group Capacity	20	20
Average Number of Juveniles Enrolled Per Group	13	13
Total Number of Juveniles Enrolled	39	26
Average Age	13.9	15.1
Gender	M- 85% F - 15%	M- 62% F - 38%
Avg. Number of Sessions Attended - All Participants	5.7	4.7
Avg. Number of Hours Completed – All Participants	5.7	7.0
Avg. Number of Hours Completed – Graduates Only	6.6	8.0
Percentage Who Completed Program Successfully	77%	88%

The results in Table 39 indicate that the Southside Center served about one-third fewer total juveniles in the LRE program than did the Northside Center. Although the average

group size at each site was equal, each LRE program was utilized below program capacity. Across all participants, Northside participants attended more average sessions than those attending the Southside program; however, this finding might be explained by the fact that the Southside program operated in 1.5 hour blocks while the Northside program held 1-hour sessions instead. In addition, the average number of hours completed by all participants and by program graduates was higher at the Southside program, possibly because the Northside Center used shorter sessions resulting in an overall shorter curriculum.

Tracking data were available for 17 juveniles enrolled in LRE at the Northside Center. Of these juveniles, 6 (35%) incurred an additional offense by June 30, 1999. No juveniles were enrolled in LRE at the Southside Center during the relevant time period.

Anger Management

The Anger Management program was also operational at both TDCCs during the study period. This program, like LRE, was designed as 1.5-hour blocks for 6-8 sessions, totaling 9-12 hours over the course of a group. Also like LRE, the rationale for inconsistent lengths of service delivery across groups is not clear. Program data verifies that this program was provided in 1.5-hour blocks at both TDCCs, as intended.

During the study period, 4 groups were completed at Northside and 5 groups were completed at Southside. In total, 63 juveniles were enrolled at the Northside Center and 46 juveniles were enrolled at the Southside Center. A review of program data for Anger Management can be found in Table 40.

Table 40 Descriptive Information for the Anger Management Program (September 1998 - June 1999)		
<i>Category</i>	<i>Northside</i>	<i>Southside</i>
Group Capacity	20	20
Average Number of Juveniles Enrolled Per Group	15.8	9.2
Total Number of Juveniles Enrolled	63	46
Average Age	13.7	14.6
Gender	M- 51% F - 49%	M- 48% F - 52%
Avg. Number of Sessions Attended - All Participants	3.1	5.7
Avg. Number of Hours Completed – All Participants	4.6	8.6
Avg. Number of Hours Completed – Graduates Only	10.2	9.0
Percentage Who Completed Program Successfully	37%	96%

These findings indicate that the Southside Center served fewer total juveniles in the

Anger Management program when compared to Northside, and again served smaller groups on average. In particular, the Southside program was utilized at about half of full program capacity. Across all participants, Southside juveniles attended more sessions and received more hours of services than juveniles in the Northside program. However, the total number of hours attended by program graduates was slightly higher for Northside participants.

Tracking data were available for 14 juveniles enrolled in Anger Management at the Southside Center. Of these juveniles, 2 (14%) incurred an additional offense by June 30, 1999. Tracking data provided for Anger Management juveniles from the Northside Center were incomplete and not analyzed.

Parent-Child Mediation

This program operated at both TDCCs during the study period, with 16 participants at Northside and 2 participants at Southside. Parent-Child Mediation is conducted individually with a child and his/her parent(s), and is designed to encompass six 1 ½ hour sessions. However, program attendance data at both TDCCs showed that juveniles were participating in one-hour blocks instead. Program data for the Northside program are provided in Table 41. Due to the small number of participants, program data for the Southside program are not reviewed.

Table 41 Descriptive Information for the Parent-Child Mediation Program (September 1998 - June 1999)	
<i>Category</i>	<i>Northside</i>
Total Number of Juveniles Enrolled	16
Average Age	12.6
Gender	M-44% F -56%
Avg. Number of Sessions Attended - All Participants	1.7
Avg. Number of Hours Completed – All Participants	1.7
Avg. Number of Hours Completed – Graduates Only	3.1
Percentage Who Completed Program Successfully	47%

Overall, these results indicate that participants completed 18% of the nine hours intended by the program's design. Even graduates had a low participation rate, with slightly more than 3 hours of participation, on average. Although no program capacity was stated for Parent/Child Mediation, utilization appears to be quite low, particularly at the Southside TDCC. No juveniles from the Parent-Child Mediation program were tracked for reoffending because none were enrolled during the relevant time period.

Teen Issues

The Teen Issues group is designed to be eight 1 ½ hour sessions. Only one Teen Issues group had been completed before June 30, 1999. This group, held at the Northside Center, had 4 juveniles enrolled. All enrolled juveniles were African-American females. Two juveniles completed the program, and attended all 12 hours of the curriculum. This program, which can serve as many as 15 juveniles in a group, operated at 27% of its total capacity. Tracking data revealed that one juvenile on the program roster reoffended by June 30, 1999.

Summary

While data problems limit our ability to draw conclusions across the two TDCC sites, some findings are notable. Data from both the Truancy and Curfew Programs at the Southside Center show that a large number of juveniles are being served by these programs. The reoffense rates for truancy and curfew offenses are also relatively low within the program, particularly for curfew offenses. However, the tracking period for these juveniles was less than one year.

Program utilization for all diversion programs is below capacity, particularly for the Southside Center. In addition, the total number of diversion juveniles served during the study period by the Southside Center is smaller when compared to the Northside Center. This is surprising because the Southside site has been in operation significantly longer, and would presumably be better prepared to serve a higher number of juveniles.

These data also indicated that program delivery for the diversion programs was inconsistent both across groups at the same site and within the same program across sites. Program delivery for a particular curriculum, for example Law Related Education, varied in each group. Law Related Education sessions were held for different lengths of time at each site (1.5 hour blocks at Southside; 1-hour blocks at Northside), groups were held for different numbers of sessions within each site (some groups had 6 sessions, some groups had 8 sessions, etc.), and the amount of service delivery required for graduation varied for each group. Other programs indicated similar variations; the rationale for these differences was not thoroughly explained.

The percentage of enrolled juveniles with new petitions after diversion placement ranged from a high of 62% for SMILE to a low of 14% for Anger Management, both at the Southside Center. As noted earlier, the “re-referral” of diversion program participants at the Southside Center presents problems in calculating program utilization and reoffense rates. Evaluators also encountered numerous problems with inconsistent documentation of program data and incomplete information. The ability to draw conclusions about these programs will improve as these data issues are addressed.

Project Payback

Ninety-two juveniles were referred to the Project Payback program between December 1998 and June 1999²⁹. As shown in Table 42, the majority of the juveniles referred to Project Payback were male (79%) and between 16 and 17 years of age (78%). Just more than half (52%) of the juveniles were referred to the program by their probation officers and one-fourth (24%) were ordered to attend Project Payback by the Richmond Juvenile and Domestic Relations Court. The remaining juveniles were referred to the program by their school guidance counselors (13%), court ordered by another jurisdiction (5%), referred at intake (1%), or had an unknown referral source (5%).

Program Participation

Also shown in Table 42, forty-nine juveniles (53%) had attended at least 1 hour of job skills training by Project Payback. The average amount of training received by these juveniles was just under 7 hours. Of the remaining juveniles, six (7%) were exempt from the training requirement because they were already working and thirty-seven juveniles (40%) did not show up for a job skills training session for other reasons. Some of these reasons included incarceration, a lack of interest, and the inability of program staff to contact and schedule a date for juveniles to participate in a job skills training session.

Employment and Restitution

After placement into the Project Payback Program, staff confirmed that 10% of the juveniles maintained employment for less than 30 days and 43% of the juveniles maintained employment for 30 days or more. Staff were unable to confirm employment for the remaining 48% of the juveniles. Most of the jobs obtained by juveniles were at *Kings Dominion* (46%), followed by fast food establishments (23%), other restaurants (19%) and other employers (13%). A total of 29 juveniles in the program owed restitution to the court. A little more than half of these juveniles (52%) did not pay back the restitution they owed.

²⁹ An additional 4 juveniles were referred to Project Payback but are excluded from this analysis because they were 14 years old. Although one of these juveniles obtained a stipend from Project Payback for working in a non-profit agency, these juveniles are ineligible for regular employment due to their age.

Table 42 Project Payback Results December 1998 - June 1999	
<i>Category</i>	<i>% of Enrolled Juveniles</i>
Gender	
<i>Male</i>	79%
<i>Female</i>	21%
Age	
<i>15</i>	11%
<i>16-17</i>	78%
<i>18-19</i>	11%
Source of Referral	
<i>Probation Officer</i>	52%
<i>Court Order (from Richmond)</i>	24%
<i>School</i>	13%
<i>Court Order (another jurisdiction)</i>	5%
<i>Intake</i>	1%
<i>Unknown</i>	5%
Program Participation	
<i>Participated in at least 1 hour of job skills training</i>	53%
<i>Exempt from job skills training due to employment</i>	7%
<i>Did not show up for job skills training</i>	40%
Employment	
<i>Maintained a job for less than 30 days</i>	10%
<i>Maintained a job for 30 days or more</i>	43%
<i>No job confirmed</i>	48%
Restitution (N=29)	
<i>Paid back restitution</i>	48%
<i>Did not pay back restitution</i>	52%

NOTE: Percentages may not always equal 100% due to rounding.

Court File Examination

Of the 92 juveniles who were referred to the Project Payback program between December 1998 and June 1999, 76 juveniles had probation files available for examination at the 13th District CSU. A review of these files revealed that these juveniles had anywhere from 0 to 12 convicted charges prior to placement in Project Payback, with the average juvenile incurring about 2.5 convicted charges before entering the program. As shown in Table 43, the most common types of convictions occurring prior to program placement were misdemeanor property & other (38%), felony property & other (34%), and technical violations (28%). A majority of the juveniles (63%) were referred to the program through their probation officers. The remaining juveniles were court-ordered, as a result of a number of different types of convicted charges. The most common types of charges that placed juveniles into Project Payback were felony property & other (16%), misdemeanor property & other (8%), and traffic (7%).

Table 43 Prior Offense History of Project Payback Juveniles	
<i>Category</i>	<i>% of Enrolled Juveniles</i>
Number of Convicted Charges Prior to Project Payback	
0	16%
1-2	41%
3-4	20%
5 or more	23%
Types of Convictions Prior to Project Payback	
Felony person	5%
Felony property & other	34%
Misdemeanor person	15%
Misdemeanor property & other	38%
Technical violations	28%
Status	16%
Traffic	18%
Types of Charges Placing Juveniles in Project Payback	
Felony person	3%
Felony property & other	16%
Misdemeanor person	4%
Misdemeanor property & other	8%
Technical violations	<1%
Status	4%
Traffic	7%
Probation Officer Referrals	63%

NOTE: Some juveniles had more than one charge type either prior to program placement or related to the actual placement; therefore, the total percentages for these two variables exceeds 100%.

Subsequent to placement in Project Payback, juveniles received anywhere from 0 to 7 additional convicted charges (average=0.9), with 63% incurring no additional convictions (see Table 44). The most common types of convictions occurring subsequent to

placement in Project Payback were technical violations (24%) and misdemeanor property & other (12%). A little over half (58%) of the juveniles received at least one new court contact after program placement. An analysis of the most serious court contacts showed that technical violation convictions (20%) were the most common, followed by misdemeanor/felony convictions (17%), and charges that were pending (16%).

Table 44
Court Contacts After Placement In Project Payback

<i>Category</i>	<i>% of Juveniles</i>
Number of Convicted Charges Subsequent to Project Payback	
0	63%
1-2	24%
3-4	11%
5 or more	2%
Types of Convictions Subsequent to Project Payback	
Felony person	0%
Felony property & other	5%
Misdemeanor person	3%
Misdemeanor property & other	12%
Technical violations	24%
Status	9%
Traffic	4%
Most Serious Court Contact Subsequent to Project Payback	
Convictions	
Misdemeanor/Felony	17%
Technical violation	20%
Status/Traffic	1%
Non-Convictions	
Pending	16%
Nolle Prosequi/Dismissed/Not Guilty	4%
Total % with Subsequent Court Contacts	58%

Juvenile Drug Treatment Court Program

Thirteen male juveniles were referred to the Drug Treatment Court Program between April 1999 and December 1999. A description of Drug Treatment Court juveniles is shown in Table 45. The average age of participants at the time of program placement was 17. As of April 2000, about 69% of enrolled juveniles were still attending the program; 23% of program participants had been terminated unsuccessfully. In addition, one juvenile had successfully graduated from the Drug Treatment Court Program at that time.

Unsuccessfully terminated juveniles spent an average of 3.6 months in the program. Juveniles who were still attending had spent an average of 6.9 months in the program at the time of data collection. While the program is intended to be a total of 7-9 months, three juveniles have spent at least 10 months in the program.

Table 45 Descriptive Information for Juvenile Drug Treatment Court	
<i>Category</i>	<i>% of Juveniles</i>
Age	
15-16	39%
17-18	61%
Number of Months in the Program	
1-4	54%
5-9	23%
10 or more	23%
Program Status	
Attending	69%
Unsuccessfully Discharged	23%
Successfully Discharged	8%

The Drug Treatment Court Program requires that participants attend court and substance abuse counseling on a regular basis. Participants made an average of 2.8 court appearances per month while placed in the program. The number of required counseling sessions for each juvenile varies based on the participant's program phase. Specifically, the program dictates a minimum of 8 group counseling sessions per month for juveniles in Phase I and II and a minimum of 4 sessions per month for juveniles in Phase III. Data revealed that Drug Treatment Court juveniles have participated in an average of 5.1 group counseling sessions per month during program placement.

The program also incorporates the routine use of urine screens to test program participants for drug use. Drug screens are conducted a minimum of twice weekly for each juvenile. For the purposes of this program, positive drug screens are defined as those that indicate the presence of drugs. The program director anticipated that drug use would be more prevalent during the first month of the program, and dissipate thereafter. A prevalence indicator for positive screens (again, indicating drugs present) was calculated by comparing the number of positive drug screens to the total number of drug screens performed for each participant. Data revealed that the average percentage of positive screens during the first month was approximately 30% across all participants. Across the months that followed, the average percentage of positive screens was only slightly lower at 24%. However, certain drugs may remain in the system over a number of days or even weeks; therefore, one incident of drug use may result in multiple positive drug screens.

XI. PARENT AND JUVENILE SURVEY RESULTS

Parents and juveniles from each of the Continuum programs were asked a series of questions about changes in the juvenile as a result of participating in the programs, understanding of program requirements, and overall ratings of the programs. Respondents also provided general comments about the Continuum programs.

Respondent Characteristics

A total of 477 juvenile surveys and 247 parent surveys were completed. About two-thirds of the juvenile respondents were males and one-third were females. Most of the parents/guardians who completed the parent survey were mothers (71%), followed by other relatives (12%), fathers (8%), legal guardians not related to the juvenile (7%), and other (2%).

As shown in Table 46, the number of surveys collected at each program varied. Three programs comprised the highest percentages of the respondent sample (Outreach-27%, Anger Management-17%, and Law Related Education-14%); therefore, these programs may be somewhat overrepresented in the survey results. Evaluation staff collected relatively more surveys from programs that met for a defined number of group sessions, such as Anger Management. In these situations, evaluation staff attempted to facilitate participation by administering the surveys themselves. Programs with an individual, case management format, such as ISP/EDT and Project Excel, returned fewer surveys because the program capacities were relatively lower. In most of these programs, fewer juveniles met the criteria for survey administration (e.g., three months in the program or graduation from the program). Additionally, case managers were responsible for administering surveys to the juveniles and parents in these programs, and may not have always remembered to distribute and collect the survey forms.

Table 46 Number of Respondents Juvenile and Parent Survey			
Program	Juveniles	Parents	Total
Anger Management	90	30	120
Boot Camp	36	20	56
Boot Camp Aftercare	15	2	17
Family Ties	21	25	46
ISP/EDT	13	11	24
Law Related Education	74	25	99
Oasis House	7	7	14
Outreach	102	97	199
Parent/Child Mediation at TDCCs	4	6	10
Pre-Employment Skills Training Workshop	3	0	3
Project Tutor	39	6	45
Project Excel	14	6	20
Self-Esteem	26	7	33
SMILE Program at TDCCs	14	3	17
Stepping Stone Group Home	1	0	1
Weekend Community Service Work	18	2	20
Total	477	247	724

Changes in Attitudes and Behaviors of Juveniles

Juveniles and parents indicated whether specified attitudes and behaviors had changed for the worse (Negative Change), remained about the same (No Change), or changed for the better (Positive Change) as a result of involvement in the Continuum programs³⁰.

As shown in Table 47, the majority of juveniles reported positive changes in every area, except *Educational Achievement*. Positive changes were reported most often for *Substance/Alcohol Use*, *Involvement with Delinquent Activities*, and *Compliance with Court Orders*. Fewer juveniles reported positive changes in *Educational Achievement*, *Response to Boundaries Set by Family* and *Overall Attitude*.

³⁰ Because of the limited time spent in Self-Esteem, SMILE, Parent/Child Mediation, Pre-Employment Skills Training Workshop, and Weekend Community Service Work, participants in these programs were not asked to report changes in behaviors and attitudes.

Table 47 Changes in Juveniles' Attitudes and Behaviors as Reported by Juveniles*			
Area of Change	Negative Change	No Change	Positive Change
Compliance with Court Orders	4%	29%	66%
Educational Achievement	5%	51%	45%
Involvement with Delinquent Activities	4%	19%	78%
Overall Attitude	3%	44%	53%
Problem-Solving/Decision-Making	2%	43%	55%
Respect for Authority	3%	41%	56%
Response to Boundaries Set by Family	4%	45%	51%
School Attendance	5%	41%	54%
Self-Discipline	3%	42%	55%
Self-Esteem	3%	38%	59%
Substance/Alcohol Use	4%	16%	80%

*The total percentage of juveniles who reported *Negative Change*, *No Change* or *Positive Change* may not equal 100% for each area of change due to rounding.

As shown in Table 48, the majority of parents also reported positive changes in every area, except *Educational Achievement*. Similar to the juveniles, positive changes were reported most often for *Substance/Alcohol Use*, *Involvement with Delinquent Activities* and *Compliance with Court Orders*.

Table 48 Changes in Juveniles' Attitudes and Behaviors as Reported by Parents*			
Area of Change	Negative Change	No Change	Positive Change
Compliance with Court Orders	3%	23%	75%
Educational Achievement	4%	51%	45%
Involvement with Delinquent Activities	2%	15%	83%
Overall Attitude	3%	36%	62%
Problem-Solving/Decision-Making	2%	39%	59%
Respect for Authority	4%	34%	63%
Response to Boundaries Set by Family	2%	39%	59%
School Attendance	4%	36%	59%
Self-Discipline	1%	36%	63%
Self-Esteem	<1%	27%	72%
Substance/Alcohol Use	2%	11%	88%

*The total percentage of parents who reported *Negative Change*, *No Change* or *Positive Change* may not equal 100% for each area of change due to rounding.

Feedback On Continuum Programs.

Juveniles and parents were also asked how well they understood program requirements, how they would rate the Continuum programs on a scale ranging from 1 (poor) to 4 (excellent), and whether they would recommend the program to another person.

Respondents also provided comments to explain their answers.

As shown in Table 49, almost three-quarters of the juveniles (71%) indicated that they completely understood the program requirements. In addition, most of the juveniles rated the program as *Excellent* (36%) or *Good* (41%). Finally, about three-quarters of the juveniles responded that they would recommend the program to a friend. When asked to comment on the programs, more juveniles made positive remarks than negative remarks. Among juveniles who made a positive remark, most indicated that the program was generally helpful. Among juveniles who made a negative remark, most stated that the program was not helpful or that they did not like the program for unspecified reasons.

Table 49 Juveniles' Feedback on Continuum Programs	
Questions	% of Juveniles
How well did you understand what you had to do to finish the program?* (A total of 464 (97%) juveniles responded to this question.)	
Completely understood	71%
Understood most	21%
Understood a little	7%
Did not understand at all	2%
How would you rate this program?* (A total of 464 (97%) juveniles responded to this question.)	
Excellent	36%
Good	41%
Fair	20%
Poor	4%
Would you recommend this program to a friend? (A total of 434 (91%) juveniles responded to this question.)	
Yes	72%
No	28%
Do you have any comments about this program?*** Positive Comments: (A total of 291 (61%) juveniles made at least one positive comment about the program.)	
Program was helpful/I liked the program	61%
Program changed the juvenile's attitudes and behaviors	33%
Program was a deterrent	29%
Program staff were helpful	12%
Other	6%
Negative Comments: (A total of 107 (22%) juveniles made at least one negative comment about the program.)	
Program was not helpful/I did not like the program	69%
Did not like the time, day, or facility of the program	18%
Did not like the program staff	8%
Other	13%

*Percentages do not equal 100% due to rounding.

***Some juveniles indicated more than 1 response; therefore, the total percentages of positive and negative comments exceeds 100%.

As shown in Table 50, three-quarters of the parents indicated that they completely understood program requirements. Additionally, a majority of the parents rated the program as *Excellent* (61%) or *Good* (30%). Most of the parents (95%) likewise reported that they would recommend the program for children of a friend. Similar to the juveniles, more parents made positive remarks about the programs than negative remarks. Among parents who made a positive remark, most indicated that the program was generally helpful. Among parents who made a negative remark, about one-third indicated that they did not like the time, day, or facility of the program.

Table 50 Parents' Feedback on Continuum Programs	
Questions	% of Parents
How well did you understand what your child had to do to finish the program?* (A total of 240 (97%) parents responded to this question.)	
Completely understood	75%
Understood most	19%
Understood a little	4%
Did not understand at all	1%
How would you rate this program? (A total of 239 (97%) parents responded to this question.)	
Excellent	61%
Good	30%
Fair	8%
Poor	1%
Would you recommend this program for children of a friend? (A total of 230 (93%) parents responded to this question.)	
Yes	95%
No	5%
Do you have any comments about this program?** Positive Comments: (A total of 162 (66%) parents made at least one positive comment about the program.)	
Program was helpful/I liked the program	51%
Program was a deterrent	31%
Program staff were helpful	36%
Program changed the juvenile's attitudes and behaviors	35%
Other	14%
Negative Comments: (A total of 31 (13%) parents made at least one negative comment about the program.)	
Program was not helpful/I did not like the program	16%
Did not like the time, day, or facility of the program	36%
Did not like the program staff	16%
Other	58%

*Percentages do not equal 100% due to rounding.

**Some parents indicated more than 1 response; therefore, the total percentages of positive and negative comments exceeds 100%.

Summary

Responses to the parent and juvenile survey were mostly positive. The majority of both parents and juveniles reported that they understood program requirements, and that they would rate the program as *Excellent* or *Good*. In addition, a majority of both parents and juveniles reported positive changes in juvenile behavior in every area of change except *Educational Achievement*. In several instances, however, parents were more positive than juveniles. For example, a greater percentage of parents (95%) than juveniles (72%) indicated that they would recommend the program to other juveniles. Furthermore, a greater percentage of juveniles (22%) than parents (13%) made negative comments about the programs.

XII. FEEDBACK FROM JUVENILE JUSTICE PROFESSIONALS

Juvenile justice professionals in many different roles were asked to provide feedback on the Continuum system. As described in this section, feedback was solicited on the processes and procedures of the Continuum, participant outcomes, and progress towards Continuum goals and objectives.

Feedback on Continuum Processes and Outcomes

A total of 137 juvenile justice professionals completed either a written survey or a personal interview regarding the Richmond City Continuum of Juvenile Justice Services. Questions focused on the following issues: (1) the purpose of the Continuum system; (2) Continuum processes (e.g., services offered, admission policies, etc.); (3) the impact of Continuum programs; (4) the effectiveness of individual Continuum programs, as well as the Continuum system generally; and (5) suggestions and recommendations for improving Continuum programs and the Continuum system.

The majority of these professionals were Continuum program staff (47%) and 13th District CSU probation officers (20%). Other respondents included juvenile attorneys who work in the 13th District J&DR Court³¹ (17%), Continuum program managers (12%), and judges from the 13th District J&DR Court (4%). Many of the survey questions were consistent across respondent groups; however, some questions were specific to the respective roles of each group. Therefore, not all respondents answered each question. Relevant respondent groups are noted for all survey/interview findings.

Purpose of the Continuum

In assessing the purpose of the Continuum, evaluators were interested in professional perceptions of the Richmond system as it relates to two contemporary approaches to services provision: graduated sanctions and wrap-around services. All respondents were asked whether the Continuum system was designed to provide wrap-around services (i.e., simultaneous and multiple services) or graduated sanctions (i.e., a series of dispositional options in which the restrictiveness of sanctions increases as the number and severity of offenses increase) for court-involved youth.

Almost two-thirds of the professionals who answered this question reported that they believed the Continuum was designed to provide wrap-around services for court-involved youth. Approximately one-quarter (26%) of the juvenile justice professionals reported that the Continuum was designed to provide graduated sanctions for court-involved youth. Very few respondents (7%) reported that the Continuum was designed to provide *both* wrap-around services and graduated sanctions.

Because the judges are primarily responsible for placing juveniles into Continuum

³¹ Juvenile attorneys included 6 Assistant Commonwealth's Attorneys, 6 public defenders, and 12 private attorneys.

programs, their responses were reviewed in greater detail. The results indicated that most judges (80%) believed that the Continuum was designed to provide both wrap-around services and graduated sanctions. One judge (20%) indicated that the Continuum was designed to provide wrap-around services only.

Continuum Processes

In order to examine Continuum-related processes, a series of questions assessed Continuum program admission criteria, services provided by the Continuum programs, and communication between the juvenile justice professionals involved in the Continuum.

Continuum Program Admission Criteria. Probation officers and judges were asked to rate the appropriateness of program admission criteria, such as age and offense history, for five different categories of Continuum programs. The programs were grouped by level of restrictiveness into five categories of programs, including diversion, immediate intervention, alternative placements, intermediate intervention, and the Boot Camp. The rating scale ranged from “Not At All Appropriate” (value of 1) to “Very Appropriate” (value of 5).

As shown in Table 51, each group of programs received high ratings for the appropriateness of referral criteria. The Diversion and Immediate Intervention programs received the highest ratings, while the more restrictive programs (e.g., Boot Camp and Alternative Placements) received the lowest ratings. This finding may reflect frustration among respondents who would like to place more juveniles into residential facilities, but are prohibited from doing so because of the stricter admission guidelines for such programs.

Table 51 Appropriateness of Program Admission Criteria	
Program Group (A total of 29 (88%) probation officers and judges responded to this question.)	Average Rating Scale values ranged from 1 (Not At All Appropriate) to 5 (Very Appropriate)
<i>Diversion Placements</i>	4.3
<i>Immediate Placements</i>	4.4
<i>Alternative Placements</i>	3.7
<i>Intermediate Placements</i>	3.9
<i>Secure Placement</i>	3.8

Services Provided by the Continuum Programs. To assess the types of services provided by the Continuum programs, program managers and staff were asked to specify the three job activities that they spend the most time on while working in their programs. Program managers also described the parental involvement components of their programs and indicated whether these components were required or voluntary.

As shown in Table 52, the majority of program managers indicated that they spend most of their time performing administrative and managerial tasks. Across all programs, staff indicated that they spend most of their time educating youth, counseling youth, and performing case management duties.

Table 52 Most Common Job Activities of Program Managers and Staff		
Activity	% of Managers (A total of 13 (81%) managers answered this question.)	% of Staff (A total of 56 (88%) staff answered this question.)
Administration	77%	25%
Managerial Tasks	54%	4%
Family Contacts	31%	21%
Counseling/Groups	23%	36%
Employment for Youth	15%	27%
Case Management	8%	29%
Attitude/Behavior Adjustment for Youth	0%	27%
Education of Youth	0%	41%
Life Skills	0%	21%
Self-Esteem for Youth	0%	5%
Crisis Intervention	0%	4%
Other Activities	0%	13%

NOTE: Respondents could specify more than one activity; therefore, percentages do not equal 100%.

As shown in Table 53, only 5 (31%) managers reported that their program requires parental involvement. Interestingly, only 1 program (i.e., Boot Camp) included a required parenting class, and only 2 programs (i.e., Boot Camp and the TDCC Curfew Program) noted an immediate consequence for parental non-compliance.

Table 53 Programs with Parental Components		
Program	Parental Component	Consequence for Non-Compliance
Project Excel	Participation in home visit by staff and quarterly family events	Report to juvenile's Probation Officer
ISP/EDT	Participation in family meetings and quarterly family events	Report to juvenile's Probation Officer
Oasis House	Participation in family counseling	Possible discharge from program
Boot Camp	Participation in 1-hour parenting session on visitation Sundays	Reduced visiting privileges
TDCC-Curfew Program	Parent interview/needs assessment when parent retrieves juvenile from TDCC	State Child Protective Services hotline called if parent does not retrieve juvenile

Judges were also asked how often during review hearings they inquire about parental participation in those activities required by Continuum programs. One judge responded “always” while two judges responded “sometimes.” The judges commented that review hearings were not regularly scheduled for all programs, especially when the juvenile was making positive progress in a program. Judges also commented that it is the responsibility of counsel, program staff, and/or the probation officer to inform the court of parental non-compliance.

Next, judges were asked to indicate how often they impose consequences on parents who do not cooperate with the rehabilitative efforts of the Court by participating in required program activities. Judges commented that it was not often necessary, indicating that it is rarely reported to the court that parents are non-compliant. If imposed, court-ordered consequences could include issuing a show cause order for a parent to indicate why the parent was not participating in the required services and/or activities, ordering a parent to counseling, and/or ordering jail time.

Communication Between Juvenile Justice Professionals Involved in the Continuum.

First, juvenile attorneys were asked whether or not they were aware of the purpose, content, and admission criteria for each of the Continuum programs. Attorneys, judges, and probation officers also described how they were kept informed about changes in the Continuum programs, such as revised admissions criteria.

Juvenile attorney's responses are shown in Table 54. Across programs, the average percentage of attorneys who indicated that they were aware of each program's purpose was 73%. However, the average percentage of attorneys who were aware of each program's content and admission criteria was much lower. Only an average of 45% of the attorneys were aware of each program's content and only an average of 39% were

familiar with each program's admission criteria.

The programs with the lowest percentages of familiarity in all three areas were Pre-Employment Skills Training Workshop, Self-Esteem, and Project Excel. The programs with the highest reported familiarity in all three areas were the Boot Camp, Anger Management, and Stepping Stone Group Home. Public defenders consistently reported being more aware of all aspects of the programs than private juvenile attorneys or Commonwealth Attorneys, with the exception of the Independent Living Program.

Table 54
Percentage of Attorneys Who Reported Being Aware of the Purpose, Content, and Admission Criteria of Each Continuum Program

Program	Purpose	Content	Admission Criteria
Anger Management	96%	71%	67%
Boot Camp	100%	82%	83%
Extended Day Treatment	57%	30%	26%
Family Preservation (now called Family Ties)	75%	46%	30%
Independent Living Program	88%	42%	38%
Intensive Supervision Program	71%	39%	26%
Law Related Education	79%	38%	25%
Oasis House	79%	54%	58%
Pre-Employment Skills Training Workshop	38%	13%	17%
Project Excel	50%	21%	13%
Project Tutor	71%	54%	38%
Self-Esteem	50%	17%	17%
Stepping Stone Group Home	92%	67%	58%
Weekend Community Service Work	79%	54%	46%
Average	73%	45%	39%

Overall, 38% of the juvenile attorneys reported that they were made aware of changes in the Continuum. The attorneys learned about Continuum changes primarily through staff meetings and contact with judges, court personnel, and/or probation officers.

Judges and probation officers also rated the process used to keep them informed about Continuum programs (e.g., program descriptions, changes in admission criteria, deadlines for referrals, etc.). The scale ranged from “not at all organized and/or coordinated” (value of 1) to “very organized and/or coordinated” (value of 5). The average ratings of judges and probation officers were 3 and 3.3, respectively. Judges indicated that information about the Continuum came to them through memos and e-mails from the programs, contacts with probation officers and/or other court personnel, and from the Stakeholders meetings. Probation officers received information primarily through memos and e-mails from the programs and at staff meetings.

Summary. Survey responses to questions about Continuum-related processes revealed several interesting results. First, respondents reported that admission criteria were appropriate for most Continuum programs. Second, a review of Continuum staff job activities suggested that the most common services provided by the programs were education, counseling, and case management. In addition, very few program managers reported a required parental component for their program. Finally, communication among juvenile justice professionals in the Continuum appears to be fairly weak, particularly between the Continuum programs and the attorneys.

Impact of the Continuum

Judges and probation officers indicated how the Continuum has affected their work activities. In addition, program staff, program managers, probation officers, and judges indicated how the Continuum has affected the behaviors and attitudes of the juveniles and their families.

Impact of the Continuum on Work of Judges and Probation Officers. All judges (100%) and a majority of the probation officers (61%) indicated that the Continuum has positively affected their work activities.

The most common positive effects included:

- providing more and better alternatives and options for referrals and placements,
- enabling probation officers to better supervise juveniles, and
- helping judges feel more in control and less frustrated.

Fewer judges (40%) and probation officers (32%) reported any negative effects of implementing the Continuum. The most common negative comments included:

- administrative difficulties,
- increased need for collaboration and communication between agencies and programs,
- additional paperwork,
- programs relying too much on probation officers rather than enforcing program sanctions, and
- referral/placement problems.

Judges were also asked in what ways the Continuum has decreased and/or increased the amount of time they spend on each juvenile's case. Four judges (80%) commented that some activities require less time per juvenile with the implementation of the Continuum. Several examples of such activities and why they require less time are:

- violations of probation take less time because they have more objective information that documents concrete behaviors,
- the wider range of options expedites sentencing, and
- supervision of the juveniles may prevent juveniles from escalating their behaviors.

All five judges (100%) commented that some activities require more time per juvenile since the inception of the Continuum. The following examples illustrate why more time is sometimes required per juvenile:

- more time is needed to consider the wider range of options and to determine the right combination of services, and
- increased supervision of juveniles increases the number of reviews and/or hearings to violate probation.

Impact of the Continuum on Behaviors and Attitudes of Juveniles & Families. Program staff, program managers, judges, and probation officers reported whether there was a *Negative Change*, *Positive Change*, or *No Change* in a list of attitudes and behaviors targeted by Continuum programs. In addition, program staff and managers indicated the direction of overall changes in juveniles who had completed their particular program, while judges and probation officers also indicated the direction of overall changes in juveniles who had not received any Continuum services.

As shown in Table 55, the majority of respondents reported positive changes in every area. Positive changes were reported most often for *Overall Attitude*, *Respect for Authority* and *Self-Esteem*. Positive changes were reported least often for *Substance/Alcohol Use* and *Response to Boundaries Set by Family*. When asked to indicate the degree of overall changes in the juveniles, 91% of the program staff and managers reported that the juveniles who completed their programs made positive changes. Eighty percent of all respondents reported that the juveniles involved in Continuum programs made positive changes. Finally, only 38% of judges and probation officers reported that juveniles not involved in Continuum programs made positive changes.

Table 55
Changes in Behaviors and Attitudes of Juveniles and
Families as Reported by Juvenile Justice Professionals

Specific Areas of Change	Negative Change	No Change	Positive Change
Attitude Toward Work*	2%	28%	70%
Compliance with Court Orders	2%	16%	82%
Educational Achievement*	2%	28%	70%
Involvement with Delinquent Activities	5%	19%	76%
Overall Attitude	3%	14%	83%
Parents Assistance with Juveniles' Compliance	2%	33%	65%
Parents Compliance with Court-Ordered Services	2%	29%	68%
Positive Involvement of Families*	4%	34%	62%
Problem-Solving/Decision-Making*	2%	24%	74%
Respect for Authority	3%	14%	83%
Response to Boundaries Set by Family*	3%	37%	60%
School Attendance*	3%	23%	74%
Self-Discipline*	2%	23%	74%
Self-Esteem*	3%	14%	83%
Substance/Alcohol Use*	2%	46%	52%
Vocational/Job Skills*	1%	34%	65%
Overall Changes			
Overall Changes in Juveniles Who Have Completed Continuum Programs**	1%	7%	91%
Overall Changes in Juveniles Who Have Received Continuum Services	4%	16%	80%
Overall Changes in Juveniles Who Have <u>Not</u> Received Any Continuum Services***	0%	63%	38%

NOTE: Percentages may not equal 100% due to rounding.

*Judges did not rate these categories.

**This category was rated by 16 (100%) program managers and 59 (92%) program staff only.

***This category was rated by 4 (80%) judges and 24 (86%) probation officers only.

Summary. Respondents reported that the Continuum has had a positive impact on both their job activities and the behavior of the juveniles they supervise in Continuum programs. When asked to discuss the impact of the Continuum on job activities, many respondents indicated that it provides more and better alternatives for referrals and placements. When asked to report on the impact of the Continuum on juveniles' attitudes and behaviors, a majority of respondents reported positive change in every area listed on the survey, particularly *Respect for Authority* and *Self-Esteem*.

Effectiveness of the Continuum Programs

Judges, probation officers, program staff and program managers were asked to report how effective the Continuum was in addressing various problems encountered by court-

involved juveniles on a scale ranging from 1 (Poor) to 5 (Excellent)³². Program managers and staff were asked to report how effective their particular programs were in addressing these problems, rather than reporting on the effectiveness of the entire Continuum system. In addition, judges, probation officers, and attorneys were asked to identify individual programs in the Continuum that they believed were particularly effective or particularly ineffective.

Effectiveness of Programs in Addressing Problems of Juveniles. As expected, program professionals consistently rated their individual programs as being more effective than judges and probation officers. When analyzed by individual programs, staff and managers reported comparable ratings of effectiveness. Table 56 presents the average ratings of program effectiveness across all respondent groups.

Table 56 Effectiveness of Programs in Addressing Problems of Juveniles	
Problem Area	Average Rating Scale values ranged from 1 (Poor) to 5 (Excellent)
A lack of self-control and self-discipline	3.8
A lack of supportive relationships	3.7
Limited recreational activities	3.7
Educational difficulties/deficiencies	3.5
A lack of job skills	3.4
Substance abuse	3.2
Living with families who lack parenting skills	3.1
Living in distressed communities	3.0
Living with distressed families	2.9
Mental health problems	2.9

Effective Programs. All programs that were noted to be effective by at least one respondent are shown in Table 57. Almost one-quarter of the respondents identified at least one program as effective. None of the programs were mentioned by 25% or more of the respondents, except the Boot Camp. Reported reasons for choosing the Boot Camp as an effective program included the following:

- it provides structure,
- it provides alternative/interim steps,
- it has shown evidence of effectiveness,
- it provides intensive/clear sanctions,
- the staff, and
- it occupies the juveniles.

³² The list of problems was developed from responses to a question on a 1997 survey of juvenile justice professionals in the Continuum, which asked respondents to indicate the types of problems they observed in Continuum juveniles.

Table 57 Effective Programs	
Program	Percentage of Respondents
Boot Camp	25%
Project Tutor	21%
ISP/EDT	19%
Family Ties	18%
Stepping Stone Group Home	12%
Oasis House	12%
Outreach/Electronic Monitoring	11%
Weekend Community Service Work	11%
Self-Esteem	11%
Law Related Education	11%
Anger Management	9%
Truancy, Diversion & Curfew Center	7%
Project Excel	7%
Boot Camp Aftercare	5%
Independent Living Program	5%
Project Payback	4%
Post-Dispositional Detention Program	2%

Ineffective Programs. All programs that were mentioned as ineffective by at least one respondent are shown in Table 58. Twenty-four respondents (18%) identified at least one program as ineffective. None of the programs were mentioned by 25% or more of the respondents.

Table 58 Ineffective Programs	
Program	Percentage of Respondents
ISP/EDT	21%
Boot Camp Aftercare	16%
Stepping Stone Group Home	12%
Boot Camp	9%
Anger Management	5%
Project Tutor	2%
Law Related Education	2%
Oasis House	2%
Self-Esteem	2%
Project Excel	2%
Independent Living Program	2%
Pre-Employment Skills Training Workshop	2%

Summary. According to respondents, the Continuum programs are moderately effective in addressing most of the juveniles' problems. Programs were rated as most effective in dealing with problems related to *"a lack of self-control and self-discipline"*, *"a lack of supportive relationships"*, and *"limited recreational activities"*. Programs were rated as least effective in dealing with problems related to *mental health, distressed communities* (e.g., living in neighborhoods with high crime rates) and *distressed families* (e.g., living with families who lack parenting skills). The only program that was identified as being effective by a significant percentage of respondents was the Boot Camp. There was no consensus on which programs were thought to be ineffective.

Recommendations and Suggestions for the Continuum

A series of questions asked respondents to indicate whether they would recommend Continuums in other localities, what types of changes they would make to any of the admission criteria, and what types of changes they would suggest to improve individual Continuum programs and the Continuum system generally.

Judges Recommendations About Continuums In Other Localities. The four responding judges indicated that they would recommend implementing a Continuum system to other localities. The judges were asked to specify the benefits and problems associated with implementing the Continuum in Richmond.

The benefits identified included:

- providing more service options to juveniles and families,
- integrating services,
- providing a way to assess needs and assess resources,
- providing a system that operates more efficiently and effectively,
- being a locally-designed system of providing services, and

- offering educational and vocational components.

The problems associated with implementing the Continuum in Richmond included:

- coordination of efforts/role confusion (e.g., too many people working with one juvenile; duplicative efforts/unclear roles between probation and programs);
- administrative difficulties (e.g., professionals working with the Continuum reporting to different supervising agencies; transitions between personnel changes);
- pre-planning and continued planning (e.g., important to take time at the beginning to identify needs/strategies and gain support; programs keep changing);
- time restraints (e.g., difficult for judges to find the time to visit all programs; the demand on the court docket prohibits as many reviews as judges might want);
- limitations of program staff (e.g., need for more training; wages may not compensate for level and quality of staff necessary to work with Continuum juveniles); and
- communication (e.g., judges may not always be informed of program changes in a timely manner).

Recommendations for Changes to Admission Criteria. Probation officers, judges, program staff, and program managers were asked to specify any program admission criteria that they believed were not appropriate and how they would change the admission criteria. Twenty-one respondents suggested changes to at least one program admission criteria. A summary of the suggestions to admission criteria follows.

- Boot Camp should admit CHINS girls; should not use IQ as a criteria; should consider the circumstances of the offense not just the convicted offense; should exclude juveniles with mental illness.
- Weekend Community Service Work should not require parental consent; the program should be able to make the final decision of accepting a juvenile rather than being court-ordered.
- Pre-Employment Skills Training Workshop should have a minimum age of 15 years old.
- Project Tutor should accept juveniles who are not on probation.
- Oasis House restriction against suicidal clients excludes juveniles who need help but do not really intend suicide.
- Family Ties should accept juveniles at the time of their first offense.
- Stepping Stone Group Home should be more flexible with medical restrictions.

Two opposite views were expressed for Law Related Education. One respondent wrote that the program should allow juveniles with more than one offense to attend the program. Another respondent wrote that the program should accept only diversion cases.

Suggestions for Own Programs by Program Staff and Managers. Program managers and staff were asked for suggested changes or improvements to the program at which they were currently working. A majority of managers (69%) and staff (69%) listed suggestions to improve and/or change their programs. The most common responses included:

- enforce sanctions within the program,

- obtain more resources,
- add more services to the program and in general,
- increase family involvement and/or services for families,
- enhance communication and collaboration between agencies and programs,
- expand the amount of time juveniles are in the programs, and
- revise the program curriculum.

Suggestions to Improve Continuum Programs by All Respondents. Judges, probation officers, juvenile attorneys, program managers, and program staff were asked to suggest changes to particular programs. Recommendations were offered by a total of sixteen respondents. As shown in Table 59, many of the suggestions related to the Boot Camp and Boot Camp Aftercare programs.

Table 59 Suggestions to Improve Continuum Programs by All Respondents		
Program	Number of Respondents	Suggested Change or Improvement
Boot Camp/Boot Camp Aftercare	11	<ul style="list-style-type: none"> • Need to have more intensive aftercare, such as a halfway house/transition back to the community after Boot Camp • Should have a substance abuse component/accept juveniles with substance abuse • Suspend probation while juvenile at Boot Camp • Consider implementing a Boot Camp in the community • Put juveniles on electronic monitor when they leave Boot Camp • State should run the Boot Camp • Need more of an educational focus
ISP/EDT	4	<ul style="list-style-type: none"> • Clarify roles of program staff and probation officers • Develop a curriculum/make contents more interesting for juveniles • Suspend probation while juveniles are in program
Stepping Stone Group Home	2	<ul style="list-style-type: none"> • Could be used as something between Boot Camp and re-entry into the community
Anger Management	2	<ul style="list-style-type: none"> • Needs two tracks for juveniles with lesser and more intense problems • Needs to be more intense
Project Tutor	1	<ul style="list-style-type: none"> • Offer program during summer as well as school semesters
Oasis House	1	<ul style="list-style-type: none"> • Have parent place juvenile at Oasis House
Electronic Monitoring	1	<ul style="list-style-type: none"> • Need more electronic monitors
Independent Living Program	1	<ul style="list-style-type: none"> • Should be in a group home setting

Suggested Areas of Improvement to Continuum System. In a 1997 survey, program managers and staff, judges and probation officers suggested areas of improvement for the Continuum. In the current survey, the same groups of respondents were given a list of these same suggestions and asked to report on the level of improvement that was still needed in each area. The response scale ranged from “no further improvement needed in this area” (value of 1) to “this area still needs a great deal of improvement” (value of 3). Respondents were also asked to specify suggestions for further improvement needed in each area.

Across all respondents, the average rating for improvement needed in each suggested area was at least a 2.0, indicating that each area still needed some improvement. When comparing groups of respondents, average ratings of each suggested improvement area were very similar. The four judges, however, indicated that the areas of *better communication and coordination between Continuum programs* and *creating a centralized intake process* still needed a great deal of improvement. The area needing the least improvement according to judges and program staff and managers was *better transportation to programs*. Probation officers reported that each suggested area still needed at least some improvement. Judges, probation officers, and program staff and managers reported the following suggestions to further improve the listed areas. These suggestions include responses by judges, probation officers, and program managers and staff to the specifically listed areas needing improvements as well as to a general question soliciting suggestions for “any other improvements” to the Continuum.

Better communication and coordination between Continuum programs (A total of 29 (26%) juvenile justice professionals noted suggestions to this area.)

- increase written and oral communication
- increase collaboration and teamwork
- create a centralized communication/information center
- organize additional meetings between staff and managers
- conduct cross trainings between professionals working in the Continuum
- avoid duplication of services

Increased focus on family issues, such as lack of parental involvement and the need for temporary shelter for juveniles in crisis (A total of 24 (21%) juvenile justice professionals noted suggestions to this area.)

- add more residential programs for juveniles
- make parental involvement mandatory by court order
- create additional family services and/or groups
- create additional programs for juveniles who are not court-ordered

Effective aftercare components in programs such as the Boot Camp (A total of 24 (21%) juvenile justice professionals noted suggestions to this area.)

- create longer, more gradual step-down program
- make aftercare more rigorous and intense
- add more staff members and/or volunteers for aftercare programs
- add additional services for juveniles in aftercare
- conduct more staff trainings
- review other aftercare models

Address the impact of negative environmental influences, such as families who are court-involved and neighborhoods with high rates of drug trafficking (A total of 24 (21%) juvenile justice professionals noted suggestions to this area.)

- garner support from the entire community
- address family issues and parental involvement
- expand and/or improve existing programs and services
- address basic needs of the juveniles and families

Better training for staff to deal with offender populations (A total of 22 (19%) juvenile justice professionals noted suggestions to this area.)

- conduct training on specialized topics
- conduct training on interpersonal skills with juveniles and families
- conduct cross training
- conduct training for personal protection

More services or sanctions specifically designed for female offenders (A total of 20 (18%) juvenile justice professionals noted suggestions to this area.)

- create residential services for females
- implement a Boot Camp for females

More consistency across programs, including guidelines for juvenile behavior, consequences for non-compliance, and staff training (A total of 18 (16%) juvenile justice professionals noted suggestions to this area.)

- create clear-cut, uniform consequences
- increase communication and collaboration between programs
- increase staff training
- implement a better system of tracking juveniles

Increased funding to hire more staff and to increase staff wages (A total of 13 (12%) juvenile justice professionals noted suggestions to this area.)

- base wages on qualifications and performance
- be consistent with wages

Create a centralized intake process which develops sanction and service plans for juveniles and monitors juveniles' progress (A total of 13 (12%) juvenile justice professionals noted suggestions to this area.)

- collaborate with other programs to offer better service within Continuum
- implement a centralized assessment center

Increased motivation of juveniles to complete programs (A total of 12 (11%) juvenile justice professionals noted suggestions to this area.)

- implement supervision strategies that include incentives and consistent application of sanctions
- implement services that focus on changing the mindset of the juveniles

Increased emphasis on improving the self-worth, self-esteem, self-discipline, and self-motivation of juveniles (A total of 11 (10%) juvenile justice professionals noted suggestions to this area.)

- revise/enhance services and curriculum of programs
- implement self-esteem/empowerment training
- provide mentors and positive role models for juveniles
- involve the faith community

Better transportation to programs for increased compliance (A total of 7 (6%) juvenile justice professionals noted suggestions to this area.)

- offer more resources, including vehicles, drivers, bus tickets to juveniles and parents

The juvenile attorneys were not asked to comment on the list of specific areas of improvement, but they were asked to indicate any suggestions they had for improving or changing the overall Continuum system. A total of sixteen attorneys (67%) offered suggestions. Similar to the other groups of juvenile justice professionals, attorneys most often identified the following areas as needing further improvement and/or change:

- **Better communication and coordination between Continuum programs.** (A total of 10 (42%) attorneys noted suggestions to this area.)
- **Address the negative environmental influences by expanding/improving existing programs and services/adding more programs and services.** (A total of 6 (25%) attorneys noted suggestions to this area.)

Summary. There was general agreement that continuum systems should be recommended for use in other localities. However, a number of suggestions were offered for improving Richmond's Continuum system. When asked how to improve their own programs, the most common responses from program managers and staff were related to a need for more enforcement or sanctions and a need for more resources. Respondents suggested more changes to the admission criteria and content of the Boot Camp program than any other program in the Continuum. Many of these suggestions focused on the aftercare phase of the Boot Camp. When asked to recommend changes to the Continuum system, respondents suggested a number of ways to enhance communication among programs, increase attention to family-related problems, address negative environmental influences, and make aftercare programs more effective.

Feedback on Progress Towards Goals and Objectives

Evaluators conducted a brief interview with the Acting RDJJS Director to gain updated information on administrative activities. Specifically, questions were designed to track progress regarding the Continuum's stated objectives (see page 9). For this interview, evaluators were concerned with activities that have been initiated or conducted at the broad system level, rather than activities that have occurred within specific programs. A statement of each objective and corresponding activities to address each issue are provided below.

OBJECTIVE 1: Increase public education and awareness.

Continuum staff provide presentations, hold community workshops, and provide information to relevant City decision-makers. They interact with local civic organizations. Collaborative efforts with Blitz-to-Bloom efforts in Richmond led to the development of juvenile reading programs in selected neighborhoods.

OBJECTIVE 2: Ensure that Continuum youth successfully complete residential and community programs.

No specific action taken at administrative level.

OBJECTIVE 3: Increase school performance.

Continuum staff provide some support services to schools, mainly thorough Family Ties staff. The availability of computer services has been expanded in the Richmond Juvenile Detention Center. The Continuum is also trying to expand opportunities for juveniles to complete their GED.

OBJECTIVE 4: Provide appropriate educational services and programs for Continuum youth with special needs.

The Continuum has developed an in-house truancy program at the TDCCs, which provides services to suspended juveniles during school hours for up to 10 days. The Continuum also employs a School Coordinator at the TDCCs who assists with aftercare school services for juveniles who are released from DJJ incarceration.

OBJECTIVE 5: Ensure that Continuum youth attend substance abuse treatment classes and groups, implement random drug testing, and develop substance abuse treatment programs for this population.

The Continuum has been involved in the development of the Drug Treatment Court program.

OBJECTIVE 6: Ensure that Continuum youth complete aftercare and Intensive Supervision programs, and create and advocate for support systems for Continuum youth.

Plans to revise the aftercare component for the Boot Camp program are currently being developed.

OBJECTIVE 7: Increase family counseling and family support services to Continuum youth and their families.

The Continuum has implemented a program that provides a Parenting Workshop to system participants. The Workshop covers topics such as parenting styles, discipline techniques, and effective communication skills. However, participation in this program has been less than half of program capacity. Parenting classes are also reportedly available to parents of juveniles housed in the Richmond Juvenile Detention Center.

OBJECTIVE 8: Create vocational and job skill opportunities, assist in acquiring job skills, and teach positive values to Continuum youth.

RDJJS collaborates with the Richmond Human Services Commission to help juveniles apply for and obtain employment. The Continuum is also attempting to gain access to the Opportunity Knocks program, which is designed to encourage attainment of the GED and

facilitate long-term employability. Currently, this program only serves individuals who are 18 years of age or older. Regarding positive values, the Continuum adopts a general philosophy that “you have to work for what you get”.

OBJECTIVE 9: Create new and more effective programs for juveniles, and make the public and lawmakers aware of juveniles’ unique needs.

New programs have been initiated regularly, such as the Parenting Workshop. Continuum staff make presentations to the public and decision-makers at the state and local level.

In general, some activities have occurred at the administrative level to achieve system goals, independent from specific program activities. However, it appears that most efforts to achieve system goals take place within the context of individual programs.

XIII. EFFECTIVE AND INEFFECTIVE TREATMENT STRATEGIES USED IN JUVENILE JUSTICE PROGRAMS

A summary of several extensive literature reviews on the effectiveness of treatment strategies used in juvenile justice programs is presented below. This section is followed by findings from interviews with Continuum program managers and staff, in which they were asked to report on the techniques incorporated into the treatment services offered by their programs. Finally, the relative use of effective and ineffective strategies across Continuum programs is presented.

Literature Review

Most adult offenders began their criminal careers while they were still juveniles (Greenwood, 1995a). The most serious adult offenders likely had numerous contacts with the juvenile justice system before reaching their eighteenth birthday (Greenwood, 1995a). The primary goal of the juvenile justice system has long been to rehabilitate juvenile offenders so they may go on to become productive, law-abiding citizens. When a juvenile has had numerous contacts with the justice system yet continues to recidivate into adulthood, it might suggest that the system has failed in some important way.

To prevent juvenile offenders from becoming serious adult offenders, it is important to identify the juveniles most at-risk of recidivating and provide them with appropriate interventions or treatment. This strategy is more difficult than it sounds, however, because our “basic knowledge about how to reform troublesome youth is very deficient” (Greenwood, 1995a, pg. 100). Judges and probation officials may believe they can identify the most effective programs by simply observing and talking with juveniles who have been through the programs (Greenwood, 1996). Just because a youth shows improved manners and a respectful demeanor, however, does not mean that he or she will not quickly return to delinquency upon leaving the program. The effectiveness of a program or strategy designed to prevent or reduce juvenile delinquency can only be known once it has been thoroughly evaluated.

There is a lack of knowledge about the most appropriate interventions to use with juvenile offenders because there has been relatively little research examining the impact of actual crime prevention strategies (MacKenzie, 1997). Of the studies that do exist, few have been conducted with sufficient scientific rigor to draw conclusions about the effectiveness of the program studied (MacKenzie, 1997). Specifically, most existing studies have not utilized experimental designs which assign subjects to control and experimental groups. This is partly attributable to the fact that juvenile offenders are commonly exposed to more than one treatment method simultaneously, confounding the effects of individual programs (Sherman, 1997). Without the use of an experimental design, cause and effect relationships cannot be accurately determined.

It is important to note that a distinction is made between treatment strategies (or approaches) and treatment programs. The literature review suggests that the types of therapeutic techniques used are actually more important than the type of program. This is true, in part, because programs of the same type may use very different strategies to achieve program objectives. For example, the group of programs that are termed Anger Management incorporate an array of different program designs, techniques, or curricula. While each program may be called Anger Management, actual characteristics of the programs vary so much that they are not generalizable.

Although a lack of research has made it difficult to determine which specific types of programs are most effective at reducing delinquency, sufficient research has been conducted to suggest that some treatment strategies may be better than others (Greenwood, 1996; Lipsey, 1992; MacKenzie, 1997). This review describes the main findings of recent research on approaches to treating juvenile offenders, as well as selected program types that have been evaluated. The most effective or promising treatment approaches will be discussed, as well as treatment approaches that are not as likely to be effective. It is important to note that no specific programs are clearly better than others, and that different juveniles may respond more positively to different types of approaches. Furthermore, there may be additional approaches which are effective, but which have not yet been sufficiently evaluated.

Effective or Promising Approaches

General Strategies Shown to be Effective. Research suggests that successful programs are typically based on a specific theoretical model or approach (Greenwood, 1995b). Without a specific model, decisions regarding the program may be made inconsistently or hastily. Additionally, a model provides a framework for expanding the program or changing aspects of the program which do not seem to work (Greenwood, 1995b). While the particular model chosen is not critical because many different models appear to be acceptable, the model should be drawn from the literature on effective approaches (Greenwood, 1995b).

More effective programs tend to follow a ***cognitive behavioral***³³ or ***social learning*** approach rather than a non-directive individual or ***psychodynamic counseling*** approach. (MacKenzie, 1997). The most effective programs frequently use at least some of the following therapeutic techniques: ***modeling***, ***rehearsal***, ***role-playing***, graduated practice (i.e., dividing a task into smaller components, such that individual skills are practiced first, followed by attempting the entire task), ***reinforcement***, and providing detailed verbal guidance and explanations (i.e., making suggestions, giving reasons, cognitive restructuring) (Andrews, Zinger, Hoge, Bonta, Gendreau, & Cullen, 1990). Programs which rely on cognitive behavioral training methods, such as these, are more likely to reduce delinquency than programs that do not incorporate these techniques. Cognitive behavioral training approaches are based on a substantial body of research which shows that juvenile offenders often do not think before they act, fail to consider non-criminal

³³ Terms appearing in bold print are defined in the glossary in Appendix H.

solutions to problems, misinterpret social cues, and believe that whatever happens to them is due to chance rather than to their own behavior or actions (Gottfredson, 1997).

The literature indicates that effective rehabilitative efforts should be delivered by staff who are interpersonally warm, tolerant, flexible, and enthusiastic (Andrews et al., 1990). Specifically, staff members should make use of their authority without engaging in interpersonal domination (firm but fair); vividly demonstrate their own anti-criminal/prosocial attitudes, values, and beliefs; and offer rewards for noncriminal activity (Andrews et al., 1990). Furthermore, staff should demonstrate and make attractive concrete alternatives to delinquent attitudes and behavior. These alternatives can be demonstrated through words and actions and can be encouraged through modeling, reinforcement, and concrete guidance (Andrews et al., 1990).

The literature further suggests that effective treatment must: (1) address criminogenic factors, that is, characteristics that are directly associated with a juvenile's criminal behavior, and (2) address characteristics that are changeable (Andrews et al., 1990; MacKenzie, 1997). The most promising programs target dynamic criminogenic factors such as attitudes, *cognitions*, family relationships, education, peer associations, employment, and substance abuse (Andrews et al., 1990; MacKenzie, 1997). Targeting characteristics such as age, gender, and early criminal involvement would not be effective. Although these factors may be predictors of delinquency, they are not changeable characteristics (MacKenzie, 1997).

The therapeutic integrity of a program designed to treat juvenile offenders is also important. To be effective, programs should be carefully planned and implemented, operated by trained professionals, and provide enough time in treatment (sufficient dosage) to make a difference (MacKenzie, 1997). It is also necessary that an effective program be "delivered as planned and designed" (MacKenzie, 1997, pg. 17). Finally, a program with therapeutic integrity should target juveniles who are most at-risk of recidivating so that a reduction in recidivism is measurable. Programs designed to treat low-risk offenders may not demonstrate a reduction in recidivism because few of the offenders sent to the program would have recidivated anyway (MacKenzie, 1997).

Recent research by both Andrews et al. (1990) and Lipsey (1992) has indicated that smaller, community-based programs offer more effective forms of treatment than residential placements. In general, juveniles receiving treatment in community-based programs exhibit less recidivism than juveniles who receive treatment in public facilities, custodial institutions, or juvenile correctional centers (Greenwood, 1996). This may be because community-based programs are more likely to be run by private non-profit providers, offer a much wider variety of settings and methods, and are less likely to be overcrowded than public institutions (Greenwood, 1995a). Those who criticize the institutionalization of juveniles argue that large residential facilities use unimaginative treatment efforts, are inappropriate places to run rehabilitative programs, and foster abuse and mistreatment of youth (Greenwood, 1995a). The debate over community-based versus residential placement is ongoing; therefore, more research is needed before definitive conclusions can be reached (Lipsey, 1992; MacKenzie, 1997).

Selected Program Types Shown to be Effective. Treatment interventions emphasizing employment have been found to be one of the most effective ways of preventing juvenile offenders from recidivating (Lipsey, 1992; MacKenzie, 1997). In Lipsey's (1992) review of juvenile justice approaches, employment programs fared better than any other treatment modality in reducing recidivism for juvenile offenders. The more effective employment programs are directly related to skills needed to find and keep a job (MacKenzie, 1997). Interestingly, school-based vocational programs have been found to actually increase recidivism. That is, when compared to control groups, juveniles placed in a vocational program were more likely to recidivate than similarly situated, control group juveniles who did not participate in the program (MacKenzie, 1997). This may stem from the fact that in school-based vocational programs, juveniles learn job skills but do not typically learn how to actually secure employment.

Ineffective or Less Promising Approaches

General Strategies Shown to be Ineffective or Less Promising. As mentioned previously, effective approaches to treatment must target a changeable criminogenic factor. However, some risk factors, although related to criminal activity, are not very effective to target. These less-than-promising characteristics include self-esteem, depression, and anxiety, which are relatively weak predictors of recidivism (Gendreau, Little, & Goggen cited in MacKenzie, 1997). While a juvenile's level of self-esteem may be correlated with criminal behavior, improving self-esteem without addressing antisocial propensity will not be particularly effective at reducing recidivism (Andrews et al., 1990; MacKenzie, 1997). Juveniles may develop relatively strong self-concepts as a result of this type of affective education, but nevertheless continue to engage in delinquent acts. Affective education approaches which target depression and anxiety, two other common targets of treatment, are likewise unlikely to be effective at preventing recidivism.

Several other approaches are also thought to be ineffective for rehabilitating juvenile offenders. For example, simply instructing juveniles or providing information in a lecture format generally does not lead to reduced delinquency or substance use (Gottfredson, 1997). Moral appeal approaches in which students are lectured about why it is immoral to engage in particular activities are likewise ineffective (Gottfredson, 1997; MacKenzie, 1997). Also considered ineffective is the fear arousal or "Scared Straight" approach. These programs, which are designed to deter crime through fear, have been found to produce negative effects, suggesting that these techniques may actually do more harm than good (Greenwood, 1996; Lipsey, 1992).

Another ineffective treatment approach is peer counseling, that is, having juvenile offenders counsel each other in an unstructured or unsupervised environment (Greenwood, 1996; Lipsey, 1992). While peer counseling programs have not yet been evaluated sufficiently to draw definitive conclusions, these programs are unlikely to be effective unless they are used as part of a broader attempt to improve disciplinary practices (Gottfredson, 1997). Rather than being beneficial, grouping juvenile offenders

together for informal peer counseling may actually facilitate negative peer influences and increase the chance of recidivism (Greenwood, 1996).

Selected Program Types Shown to be Ineffective or Less Promising. In the past few years, much emphasis has been placed on sending juvenile offenders to boot camp programs which emphasize physical fitness, discipline, and challenge. When evaluated, boot camps have not fared any better at reducing recidivism than traditional correctional facilities, and at least one major study has found that more boot camp youths recidivate than similarly situated youths who did not attend boot camp (MacKenzie, 1997). Boot camps may not be effective at reducing recidivism because, while physical activities may improve health, they do not address the criminogenic needs of offenders (MacKenzie, 1997). Furthermore, boot camps may be placing too much emphasis on fitness and discipline, thereby reducing the amount of time that can be spent on therapeutic activities such as teaching cognitive-behavioral skills. Although boot camps have not been found to reduce recidivism, an evaluation of three boot camps for male juveniles found that youths graduating from boot camp showed improved educational performance and physical fitness, more respect for authority, and increased self-discipline (National Institute of Justice, 1996). It is important to note that because the implementation of boot camp programs can vary greatly from program to program, the results from these evaluations cannot be readily generalized to all boot camps.

Intensive Supervised Probation or Parole (ISP) programs, which are designed to provide increased restraints on offenders living in the community, have also produced disappointing results (MacKenzie, 1997). An evaluation of 14 ISP programs in 9 states concluded that there were no significant differences in arrests between ISP participants and a group of similar youths not participating in ISP (MacKenzie, 1997). There was, however, a significant difference found for rates of technical violations (i.e., curfew violations, violations of probation, etc.). ISP participants were much more likely to be charged with a technical violation than non-program participants, most likely as a result of closer surveillance (MacKenzie, 1997). There is some evidence that ISP programs which provide treatment services in addition to increased surveillance may reduce arrests; however, this possibility still needs further investigation (MacKenzie, 1997).

In addition, recreational programs designed to prevent delinquency by providing juveniles an array of alternative activities (e.g., clubs, sports leagues, hobbies, and youth organizations) have not shown much promise (Gottfredson, 1997). These programs are based on the idea that juveniles engage in delinquency because they lack constructive activities, and are designed to keep juveniles off the streets during times when they might be engaging in delinquent behavior. Evaluations of these types of programs, such as Midnight Basketball, have found no measurable effect on delinquency, antisocial behavior, or substance use (Gottfredson, 1997). In fact, the results of some studies have suggested that alternative activities programs may actually increase the chances that juveniles will engage in delinquent activity (Gottfredson, 1997). Perhaps this happens because recreational programs facilitate the dissemination of negative peer influences.

Summary

Currently, many different therapeutic approaches are being used to rehabilitate juvenile offenders. Research suggests that some approaches may be more effective than others. In general, focused, multi-modal approaches have been deemed more effective than less-focused, single mode approaches. Modalities that follow a cognitive-behavioral or social learning approach are thought to be particularly effective at reducing recidivism rates for juvenile offenders. Research further suggests that the most effective therapeutic techniques include modeling, rehearsal, role playing, and reinforcement. Of all approaches reviewed, perhaps employment approaches are most promising; however, additional research is needed. Although research is insufficient to conclude which particular programs are best, it is known that effective programs have therapeutic integrity, are based on a particular model, and target high-risk offenders. It is also important that an effective program be run by trained professionals and be implemented as designed. Furthermore, a program must target dynamic factors that are directly related to a juvenile's criminal behavior. Less effective approaches include those that do not target a criminogenic factor, lecture type formats which simply provide information, moral appeal approaches, peer counseling, fitness/challenge approaches, heightened surveillance, and the provision of alternative leisure activities. (A list of specific programs studied by the Center for the Study and Prevention of Violence (CSPV) and shown to be effective is shown in Appendix I.)

Assessment of Services Offered by Richmond Continuum Programs

After reviewing the characteristics of effective and ineffective programs that were identified in the juvenile justice literature, evaluators examined the strategies used by each Continuum program to determine the appropriateness of treatment activities and services. To accomplish this, operational Continuum programs were asked to complete a short phone interview to describe their therapeutic activities.

First, each program was asked to estimate the amount of time spent on therapeutic activities. Therapeutic activities were defined as those that are directly related to treatment and rehabilitation, such as individual counseling or skills training. This definition did not include activities that do not focus on treatment, such as surveillance, recreational activities, etc. Table 60 depicts the approximate amounts of time spent on therapeutic activities for each interviewed program. One of the interviewed programs, Intensive Supervision Program, did not report any therapeutic activities.

Table 60* Time Spent on Therapeutic Activities by Continuum Program	
Program	Approximate Amount of Time Spent on Therapeutic Activities
Anger Management (TDCCs)	9 hours total at Southside TDCC and 12 hours total at Northside TDC
Boot Camp	9.5 hours per week
Boot Camp Aftercare	2 hours per week
Extended Day Treatment	10 hours per week
Family Ties	10 hours per week
Intensive Supervision Program	0 hours per week
Law Related Education (TDCCs)	8 hours total at both TDCCs
Oasis House	2.25 hours per day
Outreach	4 hours per month
Parent-Child Mediation	9 hours total at both TDCCs
Project Excel	4 hours per week
Self-Esteem (CSU)	1 hour total
Teen Issues (TDCCs)	12 hours total at both TDCCs

*NOTE: Although the Boot Camp and Boot Camp Aftercare represent two phases of the same program, each component was reviewed separately for this analysis. This approach was used because the therapeutic strategies for each phase are dissimilar, primarily due to the dramatic differences in structure and environment for the two components. Thus, these programs are counted as two separate programs for the findings outlined below. In addition, each program that operates through the Truancy, Curfew & Diversion Centers is counted separately for the purposes of this analysis.

Programs were provided with a list of 12 therapeutic strategies reviewed in the juvenile justice research literature. Each of these strategies was documented as generally effective or ineffective through previous research efforts. Respondents, who were not informed about the prior research findings, were then asked to rate how often their therapeutic activities incorporated each strategy. Ratings for each activity were documented on a scale of 1 (meaning Never) to 5 (meaning Always). It is important to note that these ratings were determined by the program staff, and were not confirmed by the researchers through intensive observation of program activities. Average ratings for each strategy across the Continuum programs are shown in Table 61.

Table 61 The Use of Effective and Ineffective Strategies by Continuum Programs			
Effective Strategies	(Scale: 1=Never to 5=Always)	Ineffective Strategies	(Scale: 1=Never to 5=Always)
Modeling (staff demonstration of alternatives to criminal styles of thinking, feeling, acting)	3.76	Peer group counseling	3.38
Use of a firm but fair approach	4.85	Use of fear arousal	2.35
Concrete problem solving and cognitive skills training	4.37	Morality appeals	3.32
Reinforcement for prosocial behaviors and attitudes	4.31	Psychodynamic counseling	1.27
Practice, rehearsal and role-playing to learn new skills	3.83	Affective education	3.62
Interpersonally warm, flexible approach	4.56	Lecture formats/ information provision	2.97
Average rating	4.28	Average rating	2.82

The findings suggest that programs perceive themselves as incorporating effective strategies on a fairly consistent basis (4.28 out of 5.0 scale). In addition, programs also reported that they use ineffective strategies with moderate regularity (2.82 out of 5.0 scale), but somewhat less frequently than effective strategies. Overall, programs report that “use of a firm but fair approach by staff” is the most frequently used effective approach. Affective education appears to be the most frequently used ineffective strategy.

A more detailed examination of the use of effective and ineffective strategies revealed two additional findings. First, interview results indicated that 10 of the 12 programs “always” used at least one strategy shown to be effective by the research literature. This finding reflects very positively on the use of effective techniques in the Continuum system. However, interview results also indicated that 8 of the 12 programs “always” used at least one strategy that has been shown by research to be ineffective. In addition, average ratings suggest that four ineffective strategies (peer group counseling, morality appeals, affective education, lecture formats/information provision) are used more than half the time across the surveyed programs. These findings have implications for the cost-effectiveness of these programs as they are currently designed, as well as the Continuum overall. It appears that funds are currently being expended to support the use of ineffective techniques, and that this problem occurs in most programs in the system.

XIV. CONCLUSIONS

In 1994, the Virginia General Assembly began funding the Richmond City Continuum of Juvenile Justice Services. The Continuum was designed to provide adjudicated youth in Richmond with a wide range of community-based programs and services, and to provide a series of graduated sanctions that increase in intensity as the number and severity of offenses increase. In 1995, the General Assembly directed the Department of Criminal Justice Services to evaluate the Continuum, and subsequent legislative sessions continued the evaluation directive through the year 2000. Therefore, the conclusions presented here are based on an examination of approximately five years of Continuum operation. It is important to note that, during this five-year period, the Continuum has gone through continuous change, both in the numbers and types of programs it provides.

It appears that the Continuum has had some positive effects on the Richmond City juvenile justice system, especially as rated by program participants and juvenile justice professionals involved with the programs. There is also evidence that participation in the Continuum may reduce the seriousness of subsequent charges. Furthermore, the Continuum has maintained juveniles in the community and reduced the number of Richmond youth being committed to the state juvenile justice system. However, some basic measures of program success, such as program graduation rates and recidivism after leaving the Continuum, indicated problem areas that require improvement. It also appears that in many instances programs are not operating as a series of escalating, graduated sanctions as intended. Finally, findings indicate that most Continuum programs use some treatment strategies that are known to be ineffective.

The conclusions presented in the sections below summarize an assessment of three broad aspects of the Continuum: (1) Continuum program services, (2) Continuum program outcomes, and (3) Continuum system outcomes.

Continuum Program Services

Three components of the program services offered by the Continuum were reviewed in this evaluation. First, program service utilization was assessed by examining attendance, enrollment, and program completion information for each Continuum program. Second, satisfaction levels of Continuum participants and juvenile justice professionals were assessed. Third, the treatment services offered by each program were evaluated.

The Continuum offers more than a dozen different programs, which have been utilized by a large number of youths. However, completion rates for many of these programs were very low. In one-third of the programs, less than 50% of enrolled juveniles successfully completed the program. In more than one-half of the programs offered, less than 60% of enrolled juveniles successfully completed the program. Most juveniles who were discharged unsuccessfully simply did not attend the programs as required. Thus, it seems that although many juveniles were provided with opportunities for treatment and services, many chose not to participate. Programs with particularly low rates of successful

discharges included Safe Haven (0%), ISP/EDT (12%), Project Tutor (19%), Boot Camp Aftercare (25%), and Stepping Stone Group Home (26%).

Surveys of Continuum participants, which requested a general rating of the program overall, showed that a majority of the parents and juveniles rated the program services as *Good* or *Excellent*. However, juvenile justice professionals rated the effectiveness of the programs in addressing the needs of Continuum juveniles as only moderately positive. In particular, Continuum programs were rated low on their ability to address the needs of juveniles living with distressed families and juveniles with mental health problems. It is unclear why this discrepancy in program perceptions exists. Of course, one interpretation is that juveniles and parents genuinely feel more positively about the program than juvenile justice professionals, and are pleased with the services that are being provided to them. Professionals, on the other hand, may be aware that programs are using ineffective strategies in many instances, and rate the programs more negatively for this reason. Another possibility is that juveniles and parents responded more positively because they feared that negative opinions might be communicated back to program staff or the court.

A review of treatment services and strategies used by Continuum programs suggested that most were consistently using at least one treatment strategy shown by research to be effective in reducing juvenile delinquency. Specifically, interviews with program managers revealed that staff use both *a firm but fair approach* and *an interpersonally warm and flexible approach* on a consistent basis. Both of these approaches have been shown by research to be effective strategies for working with juvenile delinquents. However, interviews with program managers revealed that about two-thirds of the programs were also using at least one ineffective strategy on a consistent basis. Approaches that have been deemed ineffective by prior research, yet are commonly used in the Continuum programs, include *affective education*, *peer group counseling*, and *morality appeals*. This suggests that resources are currently available to fund effective treatment activities, but in some cases are being allocated toward ineffective strategies instead.

In sum, many of the juveniles who were supposed to participate in Continuum programs did not attend on a regular basis, and therefore did not receive the intended services. Both parents and juveniles rated the Continuum program services positively, but the juvenile justice professionals involved in the Continuum rated the programs as only moderately effective in dealing with the juveniles' needs. The Continuum programs appear to be using a mixture of both effective and ineffective strategies in their treatment approaches. Therefore, even the juveniles who participated in the programs on a regular basis may not have received the maximum benefit from those services. Finally, the use of treatment strategies that have been demonstrated as ineffective obviously decreases the cost-effectiveness of service provision.

Continuum Program Outcomes

Program outcomes were examined through several different measures. First, evaluators assessed the ability of Continuum programs to meet their stated goals and objectives,

such as changes in the juveniles' educational, psychological, and vocational behaviors. Unfortunately, insufficient recordkeeping on juveniles in many Continuum programs resulted in a lack of objective information to assess these changes. For example, more than half of the juveniles in all programs (except Boot Camp) were missing grade equivalent scores at program entrance. Therefore, it was impossible to assess differences in reading ability before and after program participation. Similar problems in recordkeeping were noted for other important areas of desired change, such as school attendance and participation in treatment services.

In lieu of more objective measures of change, juveniles, parents, and juvenile justice professionals were surveyed to obtain their impressions of how juveniles changed after Continuum participation. A majority of juveniles, parents, and juvenile justice professionals reported positive changes in juvenile behaviors after Continuum program involvement. Juveniles and parents reported positive changes in the areas of *Delinquency* and *Substance/Alcohol Use* more often than any other areas. Positive changes in *Educational Achievement*, on the other hand, were noted less frequently by parents and juveniles. The low rating for Educational Achievement was a bit surprising, given that program staff reported spending much of their time on that topic. The juvenile justice professionals reported positive changes most often in the areas of *Respect for Authority* and *Self-Esteem*. However, they reported positive changes least often in the area of *Substance/Alcohol Use*, which contradicts responses from parents and juveniles. Overall, both Continuum participants and juvenile justice professionals report positive outcomes for the juveniles and families who receive Continuum services; however, the areas of positive change identified were not consistent across groups.

Finally, court files, probation files, and adult criminal records provided recidivism information, which is perhaps the most important indicator of change for juveniles in the Richmond Continuum. For most of the programs, the percentage of juveniles who incurred a new petition following program placement exceeded 75%. In addition, the conviction rate for most programs was 70% or higher. Unfortunately, no control groups were available for comparison purposes, making it impossible to determine how many of these juveniles would have recidivated if they had not participated in a Continuum program. A comparison of convicted charges before and after placement, however, provided some support that the programs may be having a positive impact. For a majority of Continuum programs, the seriousness of the juveniles' charges showed statistically significant decreases following program placement. This was true for all programs, except Self-Esteem, Spectrum, and Oasis. One possibility is that decreases in the severity of subsequent offending may result from actual behavioral or attitudinal changes that occurred due to program involvement. Alternatively, less severe subsequent offending might be a by-product of the increased monitoring and surveillance that occurs in most of these programs. Consequently, new offenses may be identified and dealt with at an earlier point of intervention.

Continuum System Outcomes

The Continuum was designed to operate as a graduated sanctions system for Richmond

juveniles. Therefore, evaluators attempted to determine if the Continuum was functioning as such by comparing initial placements to subsequent placements. Analyses revealed that the juveniles' placements often did not follow a graduated sanctions pattern. A broad analysis of placement patterns showed that almost three-quarters of all juveniles with a subsequent Continuum placement eventually received a new placement that was more restrictive than the initial one. However, to examine placement decisions for the group of offenders that elicit the highest level of concern, a more detailed analysis was conducted on juveniles who incurred increasingly serious subsequent charges. This analysis showed that juveniles who incurred new charges that were more serious than prior charges received a more restrictive disposition as a consequence of the new charge in only about half of all cases.

In addition, responses from juvenile justice professionals revealed positive and negative aspects about the Continuum system. The appropriateness of Continuum program admission criteria was rated positively, as was the impact of the Continuum on job activities. Furthermore, all judges stated that they would recommend implementation of a similar graduated sanctions system in another locality. In particular, judges were very positive about the number of dispositional options available to them since the onset of the Continuum system. However, communication among juvenile justice professionals appears to be weak regarding the availability and appropriateness of services for individual offenders, especially between the Continuum and attorneys. Also, there appears to be some confusion about the primary purpose of the Richmond Continuum. Most of the judges acknowledged that one of the purposes of the Continuum was to provide a system of graduated sanctions. However, most of the remaining juvenile justice professionals believed that the purpose of the Continuum was to provide wrap-around services. These two philosophies, while not necessarily incompatible, do stress different primary strategies for intervention. Consequently, these findings suggest that stakeholders have divergent opinions about the Continuum's intent, which may have implications for the system's ability to effectively accomplish its goals.

Finally, the impact of the Richmond Continuum on state Juvenile Correctional Centers was examined. Between FY1995 and FY1999, the number of Richmond City youth committed to DJJ has decreased by 35%. Therefore, it appears that the number of juveniles who are retained in the community has increased since the implementation of the Richmond Continuum. This reduction in the number of Richmond juveniles committed to DJJ should help to alleviate some of the overcrowding problems that currently exist in Virginia's state juvenile correctional facilities, which is one of the goals of VJCCCA.

Summary

This evaluation has identified a number of problems associated with Continuum program services. For example, interview results indicated that most of the programs used strategies shown by research to be ineffective. In addition, high rates of recidivism have been documented for Continuum participants following program participation. However, positive outcomes have also been achieved in some areas. For a majority of Continuum

programs, the seriousness of the juveniles' charges decreased following program involvement. In addition, the number of Richmond juveniles who were committed to DJJ decreased by 35% since the implementation of the Continuum. This reduction in DJJ commitments should help to ease overcrowding in state juvenile correctional facilities. Although the Richmond Continuum appears to have had some positive impacts on both the local and state juvenile justice systems, these findings do identify several areas where significant improvements are necessary.

XV. RECOMMENDATIONS

Evaluators developed a number of new recommendations based on the data presented in this report. In addition, many of the recommendations that were suggested in the last report were retained. Most recommendations that were carried over from the previous report have been partially addressed by Stakeholder subcommittees but require further attention. Any progress is reported in the following section, along with recommendations for additional action.

Administrative Recommendations

Funding

Consistent with the direction of the 2000 General Assembly, funding for the Richmond Continuum of Juvenile Justice Services program should continue during the 2000-2002 biennium. During this time, RDJJS should develop an action plan to continue funding necessary programs beyond FY2002.

The 2000 General Assembly approved funding of the Continuum for two additional years. In addition, VJCCCA monies are also used to fund Continuum programs. Because the pilot program has been supported with state funds for five years and has produced only mixed results, it now seems appropriate to transition the fiscal responsibility for this program back to the locality. Richmond currently receives full funding under VJCCCA, but these funds do not cover the cost of all programs that are currently supported with state funds. Both the Boot Camp and the ISP/EDT programs, which are two of the largest programs, are funded by the special budget bill appropriation rather than VJCCCA monies. Therefore, Richmond should develop an action plan to continue funding for necessary programs after FY2002. This plan should be guided by the needs assessment activities recommended in the *Planning and Refinement of the Continuum System* section below.

Programming Recommendations

Planning and Refinement of the Continuum System

Stakeholders, with guidance from the 13th District J&DR judges, should review the philosophy of the Continuum, as well as the goals and objectives, to determine whether changes are warranted.

When asked the purpose of the Continuum, only 26% of the juvenile justice professionals surveyed indicated that it was supposed to be a graduated sanctions system. Two-thirds indicated that it was designed to provide wrap-around services. In addition, analyses showed that the Continuum was not consistently working as a graduated sanctions system. In response to these findings, evaluators recommend that the Stakeholders, with guidance from the judges, review the purpose of the Continuum to decide whether it

should operate as a graduated sanctions system. Because judges have the most control over the dispositions imposed, this recommendation largely depends on their opinions. If the Stakeholders and judges decide that the Continuum should operate as a graduated sanctions system, the juvenile justice professionals who work in the Continuum should be trained on the philosophy of this approach. Stakeholders should also decide how wrap-around services fit into the graduated sanctions philosophy, and communicate this to all Richmond juvenile justice professionals. The original goals and objectives (shown on pages 7 & 9) should also be reviewed to determine if revisions are needed. If the original goals and objectives are retained, applicable measures should be implemented to assess progress. Likewise, any new or revised goals and objectives should also be measurable.

13th District J&DR judges should review the structure of the Continuum System, and share their conclusions with Stakeholders.

If Stakeholders decide that the Continuum should operate as a graduated sanctions system, the judges should consider reviewing the programs that comprise the Continuum to determine if they should continue to be conceptualized in the placement hierarchy shown in Figure 1 (see page 8). Once the structure has been finalized, the judges should consider stricter adherence to the program criteria than has previously occurred. Of course, judicial discretion and other risk assessment tools, such as the instrument recently developed by DJJ, are important factors in placement decisions. However, it is likewise important that the system operate in a fairly consistent fashion and that all professionals work towards the same general goals. For example, a placement hierarchy will help guide probation officers to make appropriate referrals directly to programs and to outline placement options for the court. Refining the program structure and communicating this information to professionals will also help programs focus their services to the targeted populations. For example, one-third of all Law Related Education juveniles were court-ordered to the program; however, this program is designed for diversion. It may be difficult to tailor this program to the needs of first-time offenders when other juveniles are also ordered to participate.

RDJJS should hire a juvenile justice program consultant to guide refinement of the Continuum system by directing programs in the use of effective treatment strategies and possibly eliminating unnecessary programs.

Before adding any new programs to the Continuum, RDJJS should consider hiring a consultant to observe and provide feedback on each program that is currently in operation. The consultant should first review the programs, in conjunction with the information provided in this report, to determine if any should be eliminated. For example, this might include programs that are observed to use primarily ineffective strategies. For most programs, however, revising the content of the curriculum to include more effective strategies is recommended. Training on effective strategies should also be provided to all Continuum service providers, including volunteers, vendors, CSU staff, and RDJJS staff, to enhance their ability to treat the problems of Richmond juveniles.

In addition, other points should be taken into account when considering new programs.

First, overall examination of the Continuum suggests that the large number of programs may be too unwieldy to effectively manage, administer and evaluate. Therefore, the Stakeholders should focus on a select number of good programs instead of constantly adding new ones. Second, there is a need to improve attendance in current programs. In general, juveniles do not attend programs with longer attendance requirements, such as ISP/EDT, Safe Haven, and Boot Camp Aftercare. Stakeholders need to consider incentives for attending as well as sanctions for not attending to improve overall program completion.

Finally, a program utilization review should be conducted to determine whether some programs simply are not needed. Rates of utilization were particularly low for Law Related Education (40%), Self-Esteem (50%), and Boot Camp (60%) during the last half of 1999. Many of the diversion programs held at the TDCCs also operated far below capacity. Stakeholders need to determine why utilization was so low for these programs, and perhaps decide if resources should continue to be allocated towards programs that do not generate sufficient referrals. The Boot Camp, which operated at less than two-thirds of its total capacity, had the lowest utilization rate of all the state-funded programs during the last half of 1999.

RDJJS should conduct a standardized needs assessment to address gaps in services.

In addition, RDJJS should convene a comprehensive planning body to obtain a more accurate picture of juveniles' needs. A needs assessment was recommended in the previous report, but no progress has been made to date. To be effective, programs designed for juvenile offenders must target the risk factors commonly found to contribute to delinquent offending. The best way to determine the specific risk factors of the population to be served is to conduct a thorough needs assessment. Presently, RDJJS has plans to conduct a survey with Stakeholders to help determine programming needs, but there is an additional need to conduct a community-wide assessment. In addition to Continuum Stakeholders, the comprehensive planning body should include representatives from law enforcement, education, social services, and mental health, as well as parents, juveniles and research professionals.

RDJJS and the 13th District CSU should refine existing programs and services to better address educational issues, substance abuse, psychological problems, family issues, and aftercare.

Evaluators reviewed social history and court history information for juveniles before and after placement in the Continuum, as well as juvenile arrest data for Richmond City, to identify needs that should be targeted by the Continuum. Survey responses were also examined to determine which areas of need were most frequently cited by juvenile justice professionals. The following areas were identified from this review:

Educational Issues. The first major area of concern is educational issues. Across all programs, the majority of juveniles tested below age appropriate expectations and had repeated at least one grade in school. Truancy, school behavior problems, and suspension

from school are also very typical among Continuum juveniles. In addition, even though program staff rated educational activities as one of the most common program activities, educational achievement was rated as the lowest area of improvement by parents and juveniles. Presently, the only program specifically designed to address educational achievement is Project Tutor. Project Tutor only requires juveniles to attend six weekly sessions to successfully graduate, thus juveniles may not receive sufficient tutoring to adequately improve their school performance. In Fall 1999, when Project Tutor was not in operation, no program specifically targeting educational needs was available for juveniles in Richmond City. Although other programs offer educational components, they are very limited in intensity. Overall, programs should place greater emphasis on the area of academic achievement by imposing serious sanctions for not attending school and/or not complying with school rules.

Substance Abuse. Another major risk factor to target is substance abuse. More than half of all juveniles used alcohol or drugs prior to their first Continuum placement. In addition, 9% of all petitioned offenses for juveniles in this sample were drug law violations, and Uniform Crime Report (UCR) arrest data indicates that nearly 10% of all juvenile arrests in Richmond were for drug law violations. When asked to indicate overall changes in Continuum juveniles, juvenile justice professionals rated the least amount of improvement in the area of substance abuse. Currently, the only Continuum program that deals specifically with substance abuse is the Drug Treatment Court, which serves a very limited number of offenders. One vendor, *Associated Educational Services*, has established a curriculum for a substance abuse program; however, there is inadequate funding to serve Richmond's juvenile offenders at this time. RDJJS should consider funding for juveniles to participate in this program if the vendor can provide documentation that it uses strategies shown to be effective with juvenile offenders. Other programs do address substance use (e.g., Boot Camp), but only in a very limited fashion. Given the prevalence of this problem, programs should refine these components to improve and emphasize substance abuse services. In addition, better follow-through is needed to monitor juveniles who are ordered to participate in substance abuse services at contracted providers. Although no documentation was provided to evaluators from these external providers, informal discussions indicated that court-ordered juveniles generally have low attendance and completion rates.

Psychological Problems. By the time of their first Continuum placement, more than 40% of all juveniles had been formally diagnosed as having a psychological disorder or a related symptom. While these problems are very prevalent in this population, services are quite limited. Sufficient mental health services should be made available to Continuum juveniles. The Continuum has begun addressing this issue by planning a day treatment program at Richmond Behavioral Health Authority for juvenile offenders with mental health issues. In addition, more mental health services are now being offered at the detention center. However, as with substance abuse services that are offered through contracted providers, better follow-through is needed to monitor juveniles who are ordered to participate in mental health counseling to ensure that services are actually received.

Family Issues. When asked which areas of improvement cited by the previous report still need further work, juvenile justice professionals provided many suggestions for improvement in the area of family issues. However, only about one-third of all Continuum programs have a required parental component. Upon further review, even these requirements are minimal. In addition, evaluators observed low levels of parental participation when administering surveys. Also, programs with voluntary parental components report participation levels close to zero. To address family involvement problems, juvenile justice professionals suggested more residential programs, mandatory/court-ordered parental involvement, and additional family services. While RDJJS began offering a series of parenting education classes in January 2000, referrals and participation have been low, with a utilization rate of about 50%. In addition, a respite program will soon be available to assist parents who need a break from juveniles in order to prevent conflict situations from escalating out of control. It is unclear, however, whether this program will offer services to parents, other than supervision of the youth who are brought to the facility. Finally, it should be noted that judges did not appear to be aware of parental noncompliance. They reported it was usually unnecessary to sanction parents because it is rarely reported to the court that parents are uncooperative. However, survey responses from program staff and probation officers indicated that lack of parental cooperation is a significant problem. Therefore, evaluators recommend that programs be more aggressive in reporting parental problems to the probation officers and judges so that they can apply sanctions when needed. Ideally, this information should be communicated to the court in a systematic fashion, perhaps through program reporting forms.

Aftercare. Of all the areas of improvement listed from the previous report, juvenile justice professionals commented on aftercare more frequently than almost any other area. Boot Camp Aftercare, in particular, appears to be a program with many problems. Only about 25% of all juveniles in this program are successfully discharged. Plans are currently being made to revise the content of that program. In addition, an aftercare component has been added to the Outreach program. Some programs claim to include “aftercare” services, but these activities are not consistent with traditional aftercare program models. For instance, aftercare for Project Excel and ISP/EDT includes monitoring activities to determine whether juveniles have incurred new charges, but no actual services are provided.

Monitoring and Reporting on Continuum Performance

RDJJS and the 13th District CSU should address the need to improve program monitoring to ensure program compliance and quality.

In response to this recommendation from the previous report, a quality control monitor was appointed by RDJJS to ensure that all programs under the purview of that office are in compliance with program contracts and other departmental policies. The quality control monitor currently visits each program twice per month. During these visits, the monitor talks to juveniles, who are selected at random, to determine if they have any complaints. In addition, files are randomly selected for review to ensure that

documentation in the case notes is current. Thus far, the quality control monitor has found outdated file documentation for one program. While compliance with grant and contract documentation is an important role for the quality control monitor, program monitoring should address other issues as well. Program monitoring should be improved to address other critical program elements, such as: (1) Are programs being implemented with fidelity to the program model? (2) Are programs spending the intended amount of time providing services or conducting the intended number of sessions? and (3) Are programs using effective strategies to provide services? The CSU should likewise appoint a quality control monitor for the volunteer programs to ensure that these programs are also providing adequate documentation and high quality services.

RDJJS, DJJ, and the 13th District CSU should address the need for improved data collection and information management, both at the system and program level.

In response to this recommendation from the previous report, an independent evaluation consultant was hired by RDJJS in December 1998 to assist with data collection and monthly monitoring for all programs under the auspices of RDJJS. Thus far, programs are collecting information on a number of program status variables, including the number of juveniles served each month, the number of juveniles who were successfully and unsuccessfully discharged from each program, and reasons for unsuccessful discharges. However, program outcomes are largely unavailable from most Continuum programs.

The RDJJS programs should continue to work with an independent consultant to refine data collection of the program status variables. For some programs, including both of the TDCCs, the number of juveniles served and the discharge status of participating juveniles were still not being collected in a consistent manner. Once documentation of the program status variables has been consistently implemented across all programs, program outcome measures should also be developed. For example, all programs that offer educational services should conduct pre- and post- assessments of educational achievement to determine whether juveniles have made improvements in that area. In addition, CSU programs should use the same documentation strategies as RDJJS programs to keep track of the juveniles participating in the volunteer programs. Although the consultant is currently being funded through the RDJJS budget, perhaps the same consultant could provide documentation training to the CSU programs. This would ensure that CSU program documentation is consistent with documentation for the other Continuum programs. Finally, evaluation training for all Continuum programs might be useful to inform program managers and staff about the importance and value of adequate evaluation data.

RDJJS, DJJ, and the 13th District CSU should develop and implement a comprehensive data system that can be accessed by program managers, program staff, probation officers, and judges.

This recommendation has not been addressed from the previous report, reportedly due to a lack of funding. Because communication is still an issue for the Continuum, this recommendation remains important to address. A comprehensive data system would

allow each program easy access to information on Continuum juveniles, including prior services received, program compliance, and offense history. Although the proposed service plan (see *Service Planning, Case Management, and Review System* below) will provide some of this information, keeping track of a paper copy of each plan with updated information could be difficult for all staff involved. In addition, the service plan is not likely to contain some pertinent information, such as offense history and prior services received. The Acting Director of RDJJS reports that both the City of Richmond and DJJ have begun to develop data systems that may be useful for this purpose. However, it is unclear what those systems will entail. If the proposed systems do not prove to be useful options for the Richmond Continuum, RDJJS should consider creating their own system once funding for a data system becomes available. This system could be implemented at the new Southside Intake Assessment Center, which is designed to be a central intake facility for all Richmond juveniles charged with an offense. The assessment center is scheduled to open in July 2000.

Service Planning, Case Management, and Review System

The 13th District CSU and RDJJS should collaborate to develop a case review, supervision, and consultation system that includes CSU staff and Continuum program staff in jointly reviewing service plans of individual cases.

In response to this recommendation in the previous report, a subcommittee of Stakeholders was created to develop a collaborative service plan system. Originally, the subcommittee worked together to develop a new service plan form. However, it was eventually decided to discard the new form and simply incorporate the same service plan form currently in use by the probation officers into a collaborative case review process. Under this new system, the probation officer assigned to the case would initiate the service plan. However, this form will follow a juvenile through each subsequent Continuum placement as well. Program staff will then add to the initial service plan, rather than re-create a new one each time a juvenile receives a new program placement. The probation officers will continue to have input into the plan, and will serve as the central point of contact. The goal of this new system is to facilitate information sharing and avoid service duplication. Currently, it is unclear how the new assessment center fits into the system. In addition, facilitators from the CSU programs are not expected to participate in the service plan process. Two trainings on this new service plan system were scheduled for June 2000.

Evaluators have two recommendations concerning the current case review plan. First, both volunteer and paid facilitators from the CSU programs should be included in this case review system. These individuals should provide feedback on participating juveniles to determine whether progress has been made in the areas targeted by their programs. Juveniles are sometimes placed in RDJJS and CSU programs simultaneously, thus CSU involvement in the service plan seems necessary to avoid duplication of services. Second, the service plan format should be reviewed by the evaluation consultant to determine if some of the documented information could serve as outcome measures for the Continuum programs.

Communication

RDJJS, the 13th District J&DR Court, and the 13th District CSU should continue to develop and implement methods to improve communication within the Continuum system.

In response to this recommendation in the last report, Stakeholders created a manual containing information on admission criteria and program capacity for all Continuum programs. This manual was distributed in Spring 1999 to all Stakeholders, including program managers, probation officers, judges, and juvenile attorneys. In addition, the subcommittee had planned to create an electronically accessible copy of this document so that any necessary programming changes could be disseminated in a timely manner. However, this idea has not yet been implemented. The manual is currently being updated, and the subcommittee plans to distribute new copies in Summer 2000.

Despite the implementation of the Continuum program manual, a number of problems related to communication continue to need attention. When asked to indicate which problems reported in the last evaluation still needed improvement, suggestions related to communication were offered most frequently by all juvenile justice professionals. Also, when judges and probation officers rated the process used to communicate program information to them, responses were only moderately positive, suggesting there was still much room for improvement. The biggest communication gap, however, was between the Continuum and juvenile attorneys. Only 38% of the juvenile attorneys indicated that they were made aware of program changes, and, on average, less than half of the attorneys were aware of each program's content and admission criteria. Because attorneys make placement recommendations to the court, this lack of information seems problematic.

To remedy some of these communication problems, evaluators recommend that RDJJS develop a website that includes a copy of the Continuum manual. This website will allow electronic updating of the manual, as well as continual access to this information. This website should contain appropriate access security, be updated at least quarterly, and could also include other useful information such as training announcements. In addition, CSU programs should be included in the Continuum manual to ensure that Stakeholders are aware of information related to these programs. Knowledge of these programs is equally important, given that some have specific referral criteria and other information relevant to placement decisions. A hard copy of this manual, with information about the website, should be distributed to all juvenile justice professionals who work in the Richmond J&DR Court, as well as all new employees who interact with Continuum programs. In addition, a Stakeholder representative should make a presentation on the Continuum programs to the juvenile attorneys to ensure that they understand which programs are appropriate for the juveniles they are prosecuting or defending. For example, they could make presentations to both the Public Defender's Office and the Commonwealth's Attorney's Office at the Richmond J&DR Court. They should also consider presenting Continuum information at a Richmond Bar Association Meeting. For their part, the Offices of the Commonwealth's Attorney and Public Defender should

appoint responsible parties to ensure that new attorneys are provided with copies of the manual and relevant updates. In addition, these parties should monitor the manual updates on a regular basis and attend RDJJS presentations on the Continuum. A similar outreach effort should target court-appointed attorneys, perhaps through a mass distribution of information to these attorneys from mailing lists maintained by the Richmond J&DR Court. Finally, all juvenile justice professionals, especially the judges, should strongly consider observing program activities. Some judges indicated that they were unsure whether they thought programs were effective. Site visits would help them to gain a better understanding of the actual content of the services that are provided, and allow more informed assessments of program appropriateness for individual offenders.

Community-Based Services

RDJJS and Stakeholders should augment partnerships with community organizations and members of the community through existing mechanisms for City involvement.

In response to this recommendation in the previous report, RDJJS has made several presentations to civic organizations in Richmond to increase awareness of the services available to “at-risk” juveniles. They have also made presentations to local schools to education students on the “evils of truancy” and developed a reading program for juveniles in one area of the city. In addition, RDJJS has collaborated with several other Richmond City agencies to provide juveniles with needed services. In December 1998, RDJJS partnered with Richmond’s Human Services Commission to implement the Project Payback program, which assists juveniles with obtaining employment to pay restitution back to the court. RDJJS is also attempting to work with the Department of Parks and Recreation to offer juveniles a chance to become involved with Opportunity Knocks, a federally-funded program that attempts to place individuals in long-term employment situations.

To further these efforts, RDJJS should continue to meet with local civic organizations to provide citizens with information about the juvenile justice services available in Richmond, especially diversion programs. They should also continue to coordinate efforts with local agencies when appropriate. In addition, evaluators recommend that several parents from high-crime communities, who do not work in the juvenile justice field, be included in the Richmond Continuum Stakeholders group. These individuals could offer a new perspective on the types of problems that are relevant to the juveniles growing up in the City of Richmond. In addition, the citizens could help to identify gaps in existing services.

Evaluation

RDJJS and the Continuum Stakeholders should continue to evaluate the Richmond Continuum of Juvenile Justice Services.

RDJJS and the Continuum Stakeholders should develop internal strategies to pursue

ongoing evaluation of the Continuum system. As examples, ongoing evaluation could review program utilization issues and assess the use of effective strategies within Continuum programs. RDJJS should continue to work with an evaluation consultant to correct data deficiencies and implement the recommendations from this report. In addition, RDJJS should consider conducting a cost-effectiveness evaluation. Although the reduction in DJJ commitments suggests reduced costs occur under this system, evaluators were unable to examine this issue in greater detail. Examples of questions that could be answered in such an evaluation include: (1) How much money, if any, do programs spend on juveniles who are enrolled in a program but do not attend? (2) What are the practical costs associated with programs that operate below capacity? (3) What costs are associated with the use of ineffective treatment strategies? and (4) Does the cost per juvenile decrease when juveniles are served in the community, rather than at DJJ Correctional Centers?

Summary

The Richmond Continuum of Juvenile Justice Services, which was intended to be a pilot program, has been supported with state funds since 1994 and has produced only mixed results. Therefore, evaluators recommend that the fiscal responsibility for this program be transitioned back to the City of Richmond. Based on information from over five years of Continuum operation, RDJJS should refine the system to maximize available funds. A number of recommendations were made to further this effort, including a review of program philosophy and structure, a comprehensive needs assessment, and modification of existing programs so that they incorporate more effective treatment strategies. In addition, evaluators recommend possible elimination of certain programs that have low utilization rates, that have not shown positive results, or that are found to be using primarily ineffective treatment strategies. Evaluators also recommend that changes in the system be coupled with improved monitoring and reporting on Continuum performance. For example, programs should be monitored routinely for quality control purposes. In addition, data should be collected to assess service provision and program effectiveness. The development of a comprehensive data system was also recommended to improve access to juvenile information and enhance communication among juvenile justice professionals. Other recommendations include the need for a more collaborative service planning process, improved communication within the Continuum system, and enhancing partnerships with community organizations. A final recommendation stresses the importance of continual evaluation of the Continuum system to improve overall effectiveness.

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XVII. ACKNOWLEDGMENTS

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APPENDIX A

Report Authority from 1998 Appropriations Act

Item 448

"The Department of Criminal Justice Services, in consultation with the Department of Juvenile Justice, shall continue the evaluation of the pilot program in the City of Richmond to establish a continuum of juvenile justice services. It is the intent of the General Assembly that the Department of Juvenile Justice and the City of Richmond collect and provide such data as may be requested by the Department of Criminal Justice Services to carry out this evaluation. A progress report on this evaluation shall be presented to the Chairmen of the House Appropriations and Senate Finance Committees by September 1, 1998, with a final report by October 31, 1999."

APPENDIX B

Continuum Stakeholders

Stakeholders in Richmond City's Continuum of Juvenile Justice Services

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Virginia Juvenile Bootcamp/Aftercare

Karen Redford
Richmond Behavioral Health Authority

Judge Angela Roberts
13th District J&DR Court

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Family Ties

Jane Talley
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13th District J&DR Court

Dalee Thomas
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Youth Services

APPENDIX C

Demographic and Social History Information by Program Placement

Table C1: Demographic Characteristics of Juveniles in Each Continuum Program														
	Continuum Programs													
	Anger Management (CSU)	Boot Camp	Family Ties	Safe Haven	ISP/EDT	Law Related Education (CSU)	Oasis	Post-Dispositional Detention	Pre-Employment Skills (CSU)	Project Tutor (CSU)	Self-Esteem (CSU)	Stepping Stone Group Home	Spectrum/Family First	Weekend Community Service Work
Number of juveniles in sample	55	103	73	10	216	33	12	23	12	45	11	39	17	55
Gender														
Male	66%	99%	88%	0%	90%	78%	67%	88%	67%	84%	64%	100%	82%	68%
Female	35%	1%	12%	100%	10%	21%	33%	13%	33%	16%	36%	0%	18%	33%
Race														
African-American	95%	96%	92%	90%	98%	94%	100%	92%	83%	96%	100%	92%	100%	93%
Caucasian	2%	3%	4%	10%	1%	0%	0%	8%	0%	2%	0%	3%	0%	4%
Biracial or another race	4%	0%	4%	0%	1%	0%	0%	0%	8%	2%	0%	3%	0%	2%
Unknown	0%	1%	0%	0%	1%	6%	0%	0%	8%	0%	0%	3%	0%	2%
Age														
11 or younger	0%	0%	0%	0%	0%	6%	0%	0%	0%	2%	0%	0%	6%	0%
12	13%	0%	7%	0%	1%	6%	0%	0%	0%	4%	27%	3%	6%	2%
13	7%	0%	12%	0%	10%	24%	8%	0%	0%	11%	9%	8%	18%	9%
14	20%	15%	19%	10%	19%	24%	0%	13%	17%	20%	27%	23%	18%	20%
15	22%	21%	21%	20%	24%	15%	17%	17%	8%	24%	18%	10%	29%	18%
16	15%	32%	16%	40%	30%	24%	75%	39%	50%	27%	9%	23%	24%	22%
17 or older	24%	32%	25%	30%	17%	0%	0%	30%	25%	11%	9%	33%	0%	29%

Table C2: Educational Status of Juveniles in Each Continuum Program													
	Continuum Programs												
	Anger Management (CSU)	Boot Camp	Family Ties	Safe Haven	ISP/EDT	Law Related Education (CSU)	Oasis	Post-Dispositional Detention	Pre-Employment Skills (CSU)	Project Tutor (CSU)	Self-Esteem (CSU)	Stepping Stone Group Home	Spectrum/Family First
Grade level													Weekend Community Service Work
Grade 6 or below	8%	0%	7%	0%	6%	6%	0%	0%	0%	4%	27%	0%	18%
Grade 7	7%	7%	15%	30%	13%	18%	0%	4%	0%	7%	0%	10%	18%
Grade 8	15%	13%	11%	10%	14%	9%	8%	21%	17%	24%	9%	10%	0%
Grade 9	31%	18%	16%	20%	24%	18%	25%	17%	25%	18%	27%	18%	12%
Grade 10	9%	9%	10%	0%	8%	9%	17%	21%	17%	7%	18%	0%	16%
Grade 11 or above	15%	7%	3%	0%	1%	6%	0%	0%	0%	9%	0%	5%	11%
GED Program	0%	0%	4%	10%	2%	3%	8%	0%	0%	2%	0%	0%	0%
Unknown	16%	47%	34%	30%	31%	30%	42%	38%	42%	29%	18%	56%	24%
Math Achievement Score													
Within 1.5 grades of AAGL ³⁴	0%	9%	13%	0%	18%	100%	0%	25%	0%	10%	N/A	8%	0%
1.5 to 4 grades below AAGL	25%	44%	38%	50%	43%	0%	100%	50%	0%	50%	N/A	25%	75%
4.1 to 6 grades below AAGL	50%	28%	25%	0%	22%	0%	0%	25%	100%	30%	N/A	58%	25%
> 6 grade levels below AAGL	25%	19%	25%	50%	17%	0%	0%	0%	0%	10%	N/A	8%	0%
Missing	86%	69%	78%	60%	70%	97%	83%	83%	83%	78%	100%	69%	77%
Reading Achievement Score													
Within 1.5 grades of AAGL	0%	20%	18%	25%	30%	100%	0%	29%	0%	30%	N/A	31%	25%
1.5 to 4 grades below AAGL	37%	31%	23%	25%	23%	0%	67%	29%	33%	40%	N/A	19%	50%
4.1 to 6 grades below AAGL	38%	27%	27%	25%	31%	0%	0%	29%	67%	10%	N/A	19%	25%
> 6 grade levels below AAGL	25%	22%	32%	25%	17%	0%	33%	14%	0%	20%	N/A	31%	0%
Missing	86%	21%	70%	60%	67%	97%	75%	71%	75%	78%	100%	59%	76%
(Table is continued on the next page)													

³⁴ For Math, Reading, and Spelling Achievement scores AAGL is the age appropriate grade level.

Table C2: Educational Status of Juveniles in Each Continuum Program													
Continuum Programs													
	Anger Management (CSU)	Boot Camp	Family Ties	Safe Haven	ISP/EDT	Law Related Education (CSU)	Oasis	Post-Dispositional Detention	Pre-Employment Skills (CSU)	Project Tutor (CSU)	Self-Esteem (CSU)	Stepping Stone Group Home	Spectrum/Family First
Weekend Community Service Work													
Spelling Achievement Score													
Within 1.5 grades of AAGL	0%	15%	8%	0%	19%	100%	0%	0%	0%	43%	NA	0%	25%
1.5 to 4 grades below AAGL	33%	38%	17%	0%	32%	0%	50%	0%	0%	29%	NA	29%	50%
4.1 to 6 grades below AAGL	33%	19%	50%	50%	34%	0%	50%	50%	100%	14%	NA	43%	25%
> 6 grade levels below AAGL	33%	27%	25%	50%	15%	0%	0%	50%	0%	14%	NA	29%	0%
Missing	89%	89%	84%	80%	76%	97%	83%	92%	83%	84%	100%	82%	77%
Was juvenile enrolled in Special Education?													
Yes	20%	36%	44%	50%	36%	21%	18%	38%	17%	27%	9%	59%	24%
No/Unknown	80%	64%	56%	50%	64%	79%	82%	63%	83%	73%	91%	41%	77%
Did juvenile repeat any grades in school?													
Yes	42%	84%	80%	80%	82%	33%	73%	83%	50%	60%	46%	80%	88%
No/Unknown	58%	16%	21%	20%	18%	67%	27%	17%	50%	40%	55%	21%	12%
If yes, how many grades were repeated?													
One grade	65%	33%	52%	50%	49%	82%	63%	40%	33%	48%	60%	61%	67%
Two grades	30%	40%	28%	25%	34%	18%	38%	40%	50%	33%	40%	23%	20%
Three grades	4%	17%	10%	25%	15%	0%	0%	5%	17%	19%	0%	13%	13%
Four or more grades	0%	9%	10%	0%	2%	0%	0%	15%	0%	0%	0%	3%	0%
Was juvenile ever placed in a grade?													
Yes	4%	11%	15%	0%	9%	0%	9%	21%	0%	13%	9%	26%	12%
No/Unknown	96%	89%	85%	100%	91%	100%	91%	80%	100%	87%	91%	74%	88%
If yes, how many grades was juvenile placed into?													
One grade	100%	73%	55%	N/A	58%	N/A	100%	60%	N/A	67%	100%	80%	100%
Two grades	0%	18%	9%	N/A	26%	N/A	0%	40%	N/A	17%	0%	20%	0%
Three or more grades	0%	9%	36%	N/A	16%	N/A	0%	0%	N/A	17%	0%	0%	0%

Table C3: School Behavior Problems and Truancy for Juveniles in Each Continuum Program

Continuum Programs															
		Anger Management (CSU)	Boot Camp	Family Ties	Safe Haven	ISP/EDT	Law Related Education (CSU)	Oasis	Post-Dispositional Detention	Pre-Employment Skills (CSU)	Project Tutor (CSU)	Self-Esteem (CSU)	Stepping Stone Group Home	Spectrum/Family First	Weekend Community Service Work
Did juvenile exhibit behavior problems in school?															
Yes		76%	84%	84%	70%	84%	36%	73%	79%	83%	62%	64%	85%	71%	67%
No/Unknown		24%	16%	16%	30%	16%	64%	27%	21%	17%	38%	36%	15%	29%	33%
Was juvenile ever suspended from school?															
Yes		64%	86%	80%	60%	80%	33%	73%	92%	83%	51%	55%	80%	65%	67%
No/Unknown		36%	14%	21%	40%	20%	67%	27%	8%	17%	49%	46%	21%	35%	33%
Was juvenile ever expelled from school?															
Yes		7%	25%	78%	30%	15%	0%	18%	29%	8%	7%	0%	15%	6%	7%
No/Unknown		93%	75%	21%	70%	85%	100%	82%	71%	92%	93%	100%	85%	94%	93%
Was juvenile truant from school?															
Yes		53%	90%	77%	100%	84%	36%	91%	83%	75%	65%	46%	85%	71%	62%
No/Unknown		47%	10%	23%	0%	16%	64%	9%	17%	25%	36%	55%	15%	29%	38%
Did juvenile ever attend an alternative school?															
Yes		29%	59%	58%	50%	45%	15%	36%	50%	58%	29%	9%	51%	30%	31%
No/Unknown		71%	41%	43%	50%	55%	85%	64%	50%	42%	71%	91%	49%	71%	69%
Had juvenile dropped out of school?															
Yes		7%	17%	19%	10%	20%	3%	27%	4%	17%	7%	0%	18%	12%	7%
No/Unknown		93%	84%	81%	90%	80%	97%	73%	96%	83%	93%	100%	82%	88%	93%

Table C4: Involvement with Alcohol and Drugs for Juveniles in Each Continuum Program													
Continuum Programs													
	Anger Management (CSU)	Boot Camp	Family Ties	Safe Haven	ISP/EDT	Law Related Education (CSU)	Oasis	Post-Dispositional Detention	Pre-Employment Skills (CSU)	Project Tutor (CSU)	Self-Esteem (CSU)	Stepping Stone Group Home	Spectrum/Family First
Weekend Community Service Work													
Did juvenile ever use alcohol or drugs?													
Yes	27%	89%	69%	80%	74%	12%	75%	79%	42%	33%	18%	64%	65%
No/Unknown	73%	11%	32%	20%	26%	88%	25%	21%	58%	67%	82%	36%	35%
If yes, what substance(s) did juvenile use?³⁵													
Marijuana	73%	79%	76%	75%	74%	50%	56%	95%	100%	67%	100%	92%	91%
Alcohol	47%	60%	66%	75%	60%	50%	33%	53%	80%	67%	50%	68%	55%
Cocaine/Crack	13%	41%	20%	0%	32%	0%	22%	53%	20%	13%	0%	28%	27%
Drugs (type not specified)	13%	15%	14%	25%	9%	25%	33%	5%	0%	0%	0%	16%	0%
Did juvenile ever sell drugs?													
Yes	4%	46%	27%	10%	27%	3%	25%	46%	8%	11%	9%	31%	18%
No/Unknown	96%	54%	73%	90%	73%	97%	75%	54%	92%	89%	91%	69%	82%
If yes, what type(s) of drugs did juvenile sell?													
Cocaine/Crack	100%	70%	65%	0%	64%	0%	100%	73%	0%	60%	100%	58%	67%
Marijuana	0%	11%	25%	0%	12%	0%	0%	18%	0%	0%	0%	8%	33%
Drugs (type not specified)	0%	32%	10%	100%	31%	100%	33%	36%	100%	40%	0%	33%	0%

³⁵ Juveniles may have used or sold more than one type of drug, therefore percentages may exceed 100% for these particular variables.

Table C5: Psychological Problems and Other Information for Juveniles in Each Continuum Program														
Continuum Programs														
	Anger Management (CSU)	Boot Camp	Family Ties	Safe Haven	ISP/EDT	Law Related Education (CSU)	Oasis	Post-Dispositional Detention	Pre-Employment Skills (CSU)	Project Tutor (CSU)	Self-Esteem (CSU)	Stepping Stone Group Home	Spectrum/Family First	Weekend Community Service Work
Did juvenile undergo a psychological evaluation?														
Yes	38%	52%	56%	80%	52%	15%	50%	65%	33%	29%	18%	79%	35%	24%
No/Unknown	62%	48%	44%	20%	48%	85%	50%	35%	67%	71%	82%	21%	65%	76%
Percentage of juveniles diagnosed with the following psychological disorders or symptoms:														
Mood Disorders	22%	35%	34%	70%	32%	3%	33%	48%	17%	18%	9%	59%	24%	15%
ADD/ADHD ³⁶	9%	22%	30%	30%	17%	3%	17%	17%	17%	9%	9%	26%	12%	7%
Emotional Disturbance	11%	17%	15%	20%	16%	3%	8%	17%	8%	11%	0%	38%	6%	7%
Disruptive Behavior Disorders	5%	17%	15%	40%	13%	0%	25%	17%	8%	7%	0%	36%	12%	2%
Mental Retardation	4%	13%	22%	30%	14%	9%	33%	22%	8%	4%	0%	23%	12%	4%
Adjustment and Impulse Control Problems	4%	6%	5%	20%	6%	0%	8%	9%	0%	4%	0%	10%	0%	0%
Learning Disability/Communication Disorder	5%	7%	3%	0%	3%	3%	0%	4%	0%	2%	9%	8%	0%	2%
Anxiety Disorders	2%	7%	3%	0%	3%	0%	0%	4%	17%	2%	0%	10%	6%	0%
Developmentally Delayed/Neurologically Impaired	2%	2%	4%	0%	3%	0%	0%	9%	0%	0%	0%	0%	0%	0%
Psychotic Disorders	2%	0%	8%	0%	3%	0%	0%	0%	0%	0%	0%	0%	0%	2%
Somatoform/Dissociative Disorders	0%	1%	1%	0%	0%	0%	0%	0%	0%	0%	0%	3%	0%	0%
Personality Disorders	2%	1%	4%	10%	1%	0%	0%	0%	0%	2%	0%	0%	0%	0%
Other	0%	1%	4%	20%	3%	0%	8%	0%	0%	0%	0%	13%	0%	0%
(Table is continued on the next page)														

³⁶ Attention Deficit Hyperactivity Disorder

Table C5: Psychological Problems and Other Information for Juveniles in Each Continuum Program														
Continuum Programs														
	Anger Management (CSU)	Boot Camp	Family Ties	Safe Haven	ISP/EDT	Law Related Education (CSU)	Oasis	Post-Dispositional Detention	Pre-Employment Skills (CSU)	Project Tutor (CSU)	Self-Esteem (CSU)	Stepping Stone Group Home	Spectrum/Family First	Weekend Community Service Work
Was juvenile ordered to have a competency evaluation?														
Yes	0%	4%	7%	0%	2%	0%	0%	4%	8%	2%	0%	8%	0%	4%
No	100%	96%	93%	100%	98%	100%	100%	96%	92%	98%	100%	92%	100%	96%
Was juvenile the subject of an Involuntary Commitment Petition?														
Yes	0%	7%	6%	10%	4%	0%	9%	13%	0%	0%	0%	8%	0%	6%
No	100%	93%	95%	90%	96%	100%	91%	88%	100%	100%	100%	92%	100%	95%
Was juvenile ever employed?														
Yes	31%	39%	33%	20%	26%	22%	27%	21%	42%	33%	27%	26%	29%	38%
No/Unknown	69%	61%	67%	80%	74%	78%	73%	80%	58%	67%	73%	74%	71%	62%
Was juvenile the parent of a child?														
Yes	15%	16%	8%	30%	8%	0%	18%	17%	17%	2%	0%	8%	6%	11%
No/Unknown	85%	85%	92%	70%	92%	100%	82%	83%	83%	98%	100%	92%	94%	89%

Table C6: Family History, Living Situation, and Out-of-Home Placements of Juveniles in Each Continuum Program

Continuum Programs															
		Anger Management (CSU)	Boot Camp	Family Ties	Safe Haven	ISP/EDT	Law Related Education (CSU)	Oasis	Post-Dispositional Detention	Pre-Employment Skills (CSU)	Project Tutor (CSU)	Self-Esteem (CSU)	Stepping Stone Group Home	Spectrum/ Family First	Weekend Community Service Work
Was juvenile the subject of a formal custody dispute?															
	Yes	31%	36%	33%	70%	35%	24%	91%	17%	33%	31%	27%	51%	35%	40%
	No/Unknown	69%	64%	67%	30%	65%	76%	9%	83%	67%	69%	73%	49%	65%	60%
Does juvenile have an abuse/neglect petition?															
	Yes	11%	12%	12%	20%	14%	12%	18%	17%	8%	7%	18%	20%	18%	6%
	No/Unknown	89%	88%	88%	80%	86%	88%	82%	83%	92%	93%	82%	80%	82%	95%
Was juvenile ever in the custody of social services?															
	Yes	11%	11%	15%	30%	12%	9%	27%	4%	0%	4%	9%	23%	0%	4%
	No/Unknown	89%	89%	85%	70%	88%	91%	73%	96%	100%	96%	91%	77%	100%	96%
Juvenile's living situation															
	Both natural parents	11%	5%	3%	0%	6%	24%	0%	4%	0%	11%	9%	8%	0%	9%
	Mother only	47%	65%	21%	0%	52%	33%	17%	42%	67%	58%	73%	46%	47%	35%
	Father only	6%	3%	0%	0%	3%	6%	8%	0%	8%	2%	0%	3%	6%	0%
	One natural parent & step-parent	9%	14%	14%	10%	18%	9%	0%	4%	8%	13%	0%	15%	6%	2%
	Other	26%	12%	26%	30%	21%	18%	58%	4%	17%	13%	9%	28%	6%	11%
	Unknown	2%	2%	36%	60%	1%	9%	17%	46%	0%	2%	9%	0%	35%	44%
Mother's marital status															
	Married	22%	14%	11%	20%	15%	27%	8%	8%	0%	20%	0%	18%	0%	13%
	Divorced	18%	23%	7%	0%	18%	6%	17%	13%	8%	22%	18%	26%	6%	11%
	Separated	24%	17%	8%	0%	18%	12%	33%	8%	17%	11%	18%	7%	18%	7%
	Widowed	0%	4%	0%	0%	2%	0%	0%	4%	0%	2%	0%	3%	0%	2%
	Single	24%	37%	43%	0%	37%	21%	17%	17%	67%	38%	55%	33%	35%	20%
	N/A (Mother is deceased)	4%	1%	4%	10%	1%	9%	0%	0%	0%	0%	0%	5%	0%	0%
	Unknown	9%	6%	27%	70%	8%	24%	25%	50%	8%	7%	9%	7%	41%	47%
(Table is continued on the next page)															

Table C6: Family History, Living Situation, and Out-of-Home Placements of Juveniles in Each Continuum Program															
	Continuum Programs														
		Anger Management (CSU)	Boot Camp	Family Ties	Safe Haven	ISP/EDT	Law Related Education (CSU)	Oasis	Post-Dispositional Detention	Pre-Employment Skills (CSU)	Project Tutor (CSU)	Self-Esteem (CSU)	Stepping Stone Group Home	Spectrum/Family First	Weekend Community Service Work
Father's marital status															
	Married	18%	16%	8%	0%	18%	30%	17%	8%	8%	33%	9%	21%	12%	15%
	Divorced	11%	17%	6%	0%	9%	6%	17%	0%	0%	9%	9%	21%	0%	7%
	Separated	15%	9%	7%	0%	9%	9%	8%	8%	8%	4%	18%	3%	18%	4%
	Widowed	2%	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
	Single	15%	22%	11%	0%	19%	15%	8%	4%	33%	16%	27%	10%	12%	9%
	N/A (Father is deceased)	6%	10%	4%	10%	10%	3%	0%	17%	8%	11%	0%	18%	0%	6%
	Unknown	35%	27%	63%	90%	37%	36%	50%	63%	42%	27%	36%	28%	59%	60%
Did juvenile experience an out-of-home placement?															
	Yes	15%	43%	36%	60%	23%	12%	55%	58%	42%	4%	0%	64%	0%	13%
	No/Unknown	86%	57%	64%	40%	77%	88%	45%	42%	58%	96%	100%	36%	100%	87%
If yes, where was the out-of-home placement(s)?															
	Residential treatment facility	25%	32%	42%	83%	42%	0%	33%	17%	20%	0%	N/A	56%	N/A	29%
	Incarceration	38%	55%	42%	33%	20%	50%	17%	100%	60%	0%	N/A	40%	N/A	43%
	Short term crisis center	38%	27%	15%	50%	30%	0%	67%	0%	0%	100%	N/A	20%	N/A	14%
	Foster care	38%	14%	12%	17%	22%	50%	17%	7%	20%	0%	N/A	12%	N/A	14%
	With family/friends	13%	14%	8%	0%	10%	0%	0%	0%	0%	0%	N/A	0%	N/A	0%
	Group home	0%	7%	8%	33%	60%	0%	0%	14%	20%	0%	N/A	12%	N/A	0%
	Other	0%	0%	12%	0%	10%	0%	0%	7%	0%	0%	N/A	4%	N/A	14%

Table C7: Educational, Vocational, and Financial Status of Parents for Each Continuum Program

Continuum Programs															
		Anger Management (CSU)	Boot Camp	Family Ties	Safe Haven	ISP/EDT	Law Related Education (CSU)	Oasis	Post-Dispositional Detention	Pre-Employment Skills (CSU)	Project Tutor (CSU)	Self-Esteem (CSU)	Stepping Stone Group Home	Spectrum/Family First	Weekend Community Service Work
Education level of mother															
	Less than a high school diploma	44%	41%	40%	50%	45%	24%	50%	54%	42%	40%	9%	46%	53%	22%
	High school diploma/GED	29%	29%	32%	20%	30%	30%	25%	21%	17%	42%	55%	26%	23%	24%
	At least Some college	13%	20%	12%	20%	13%	6%	8%	13%	25%	9%	27%	18%	18%	4%
	Unknown	15%	10%	16%	10%	13%	39%	17%	13%	17%	9%	9%	10%	6%	51%
Education level of father															
	Less than a high school diploma	24%	20%	19%	20%	24%	9%	25%	25%	0%	22%	18%	23%	24%	9%
	High school diploma/GED	18%	26%	16%	0%	24%	33%	25%	21%	25%	31%	27%	15%	35%	15%
	At least Some college	4%	4%	10%	0%	5%	6%	0%	0%	0%	7%	9%	5%	0%	2%
	Unknown	55%	50%	55%	80%	48%	52%	50%	54%	75%	40%	46%	56%	41%	75%
Employment status of mother															
	Working (at least part-time)	51%	60%	45%	50%	53%	39%	36%	46%	50%	56%	82%	46%	59%	55%
	Not working/Unknown	49%	40%	55%	50%	47%	61%	64%	54%	50%	44%	18%	54%	41%	46%
Employment status of father															
	Working (at least part-time)	36%	35%	36%	20%	34%	42%	73%	17%	33%	44%	55%	23%	41%	42%
	Not working/Unknown	64%	65%	64%	80%	66%	58%	27%	83%	67%	56%	46%	77%	59%	58%

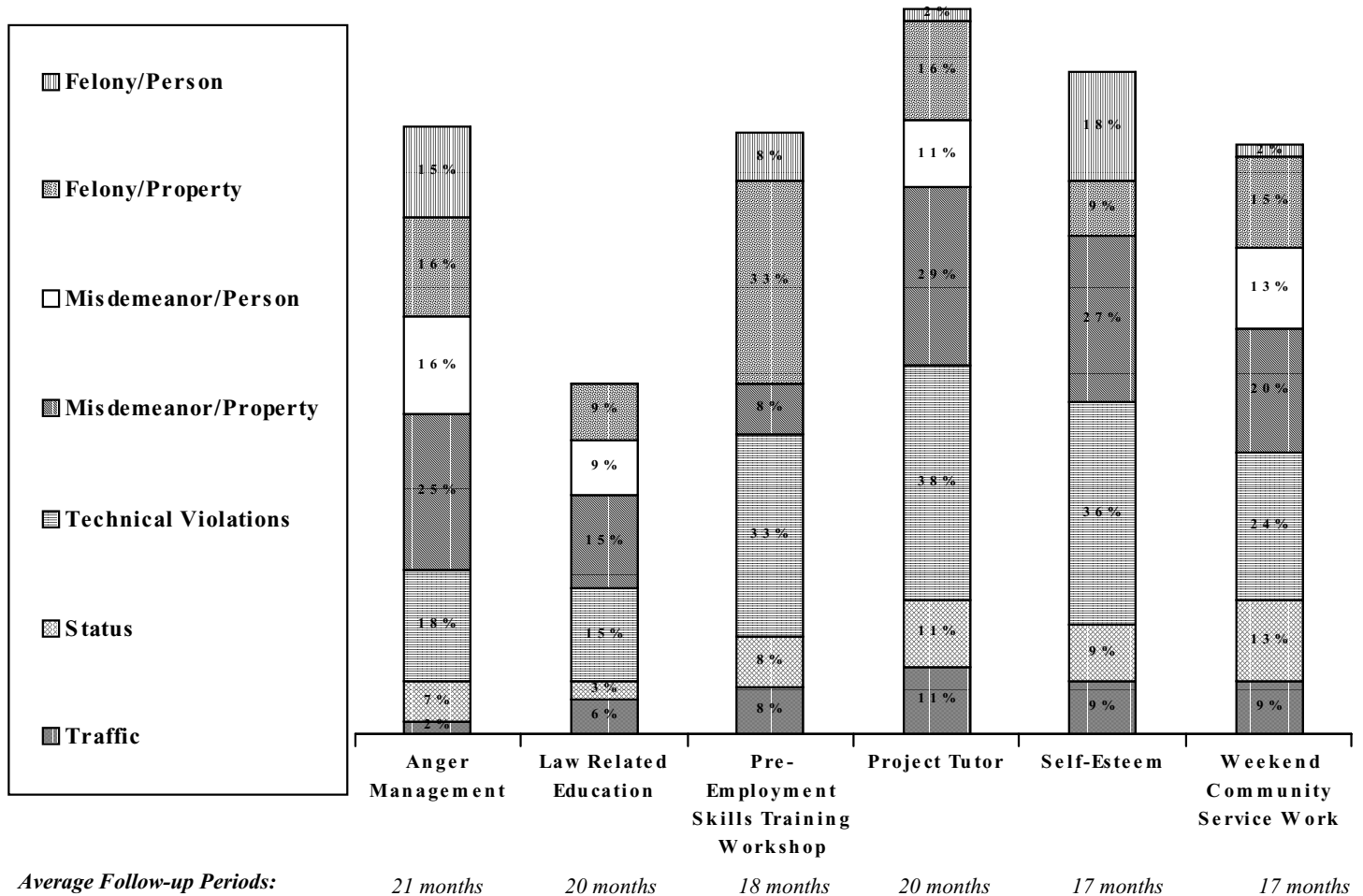
Table C8: Substance Use and Illegal Activity in Continuum Families

Continuum Programs															
		Anger Management (CSU)	Boot Camp	Family Ties	Safe Haven	ISP/EDT	Law Related Education (CSU)	Oasis	Post-Dispositional Detention	Pre-Employment Skills (CSU)	Project Tutor (CSU)	Self-Esteem (CSU)	Stepping Stone Group Home	Spectrum/Family First	Weekend Community Service Work
Substance use by mother															
	Yes	24%	39%	43%	40%	38%	21%	64%	33%	42%	18%	9%	41%	47%	24%
	No/Unknown	76%	61%	58%	60%	62%	79%	36%	67%	58%	82%	91%	59%	53%	76%
Substance use by father															
	Yes	20%	47%	37%	20%	35%	18%	36%	25%	42%	22%	46%	31%	41%	26%
	No/Unknown	80%	53%	63%	80%	65%	82%	64%	75%	58%	78%	55%	69%	59%	75%
Mother has a court record															
	Yes	35%	21%	26%	40%	31%	12%	55%	21%	33%	18%	9%	33%	29%	22%
	No/Unknown	66%	79%	74%	60%	69%	88%	45%	80%	67%	82%	91%	67%	71%	78%
Father has a court record															
	Yes	33%	39%	27%	10%	33%	18%	27%	38%	17%	24%	27%	23%	24%	35%
	No/Unknown	67%	61%	73%	90%	67%	82%	73%	63%	83%	76%	73%	77%	77%	66%
Mother has been incarcerated															
	Yes	9%	8%	14%	30%	13%	3%	27%	8%	25%	0%	0%	13%	12%	4%
	No/Unknown	91%	92%	86%	70%	87%	97%	73%	92%	75%	100%	100%	87%	88%	96%
Father has been incarcerated															
	Yes	13%	19%	8%	10%	20%	6%	27%	29%	25%	11%	0%	13%	6%	11%
	No/Unknown	87%	81%	92%	90%	80%	94%	73%	71%	75%	89%	100%	87%	94%	89%
Juvenile has a sibling with a court record															
	Yes	27%	40%	34%	50%	40%	24%	45%	46%	0%	18%	9%	41%	47%	27%
	No/Unknown	73%	60%	67%	50%	60%	76%	55%	54%	100%	82%	91%	59%	53%	73%
Juvenile has a sibling who has been incarcerated															
	Yes	7%	15%	10%	10%	16%	0%	36%	21%	0	7%	0%	23%	6%	2%
	No/Unknown	93%	85%	90%	90%	84%	100%	64%	80%	100%	93%	100%	77%	94%	98%

APPENDIX D

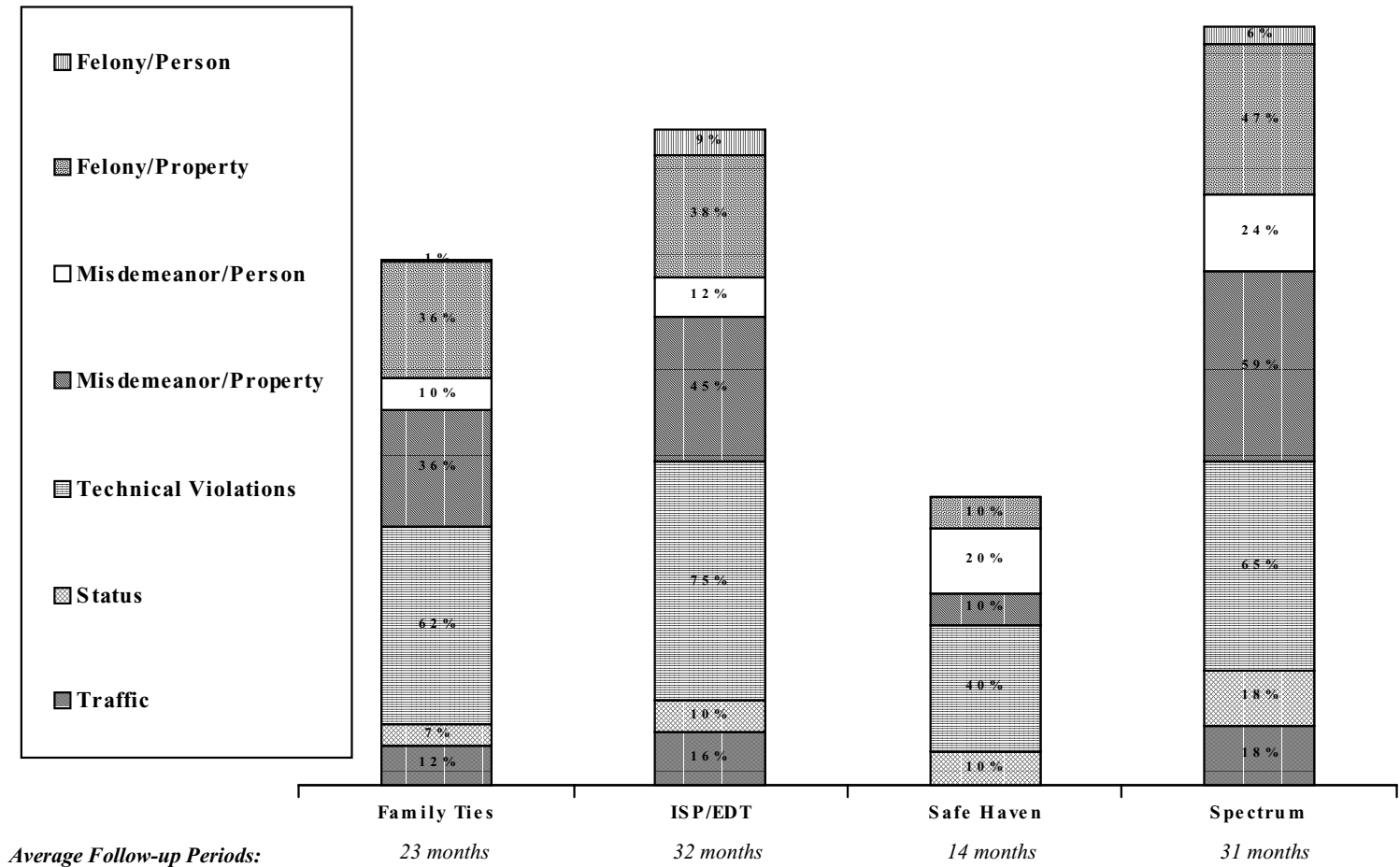
Subsequent Charge Types for Juveniles in Immediate, Intermediate, Alternative and Secure Placements

D-1: Types of Convictions Following Immediate Placements



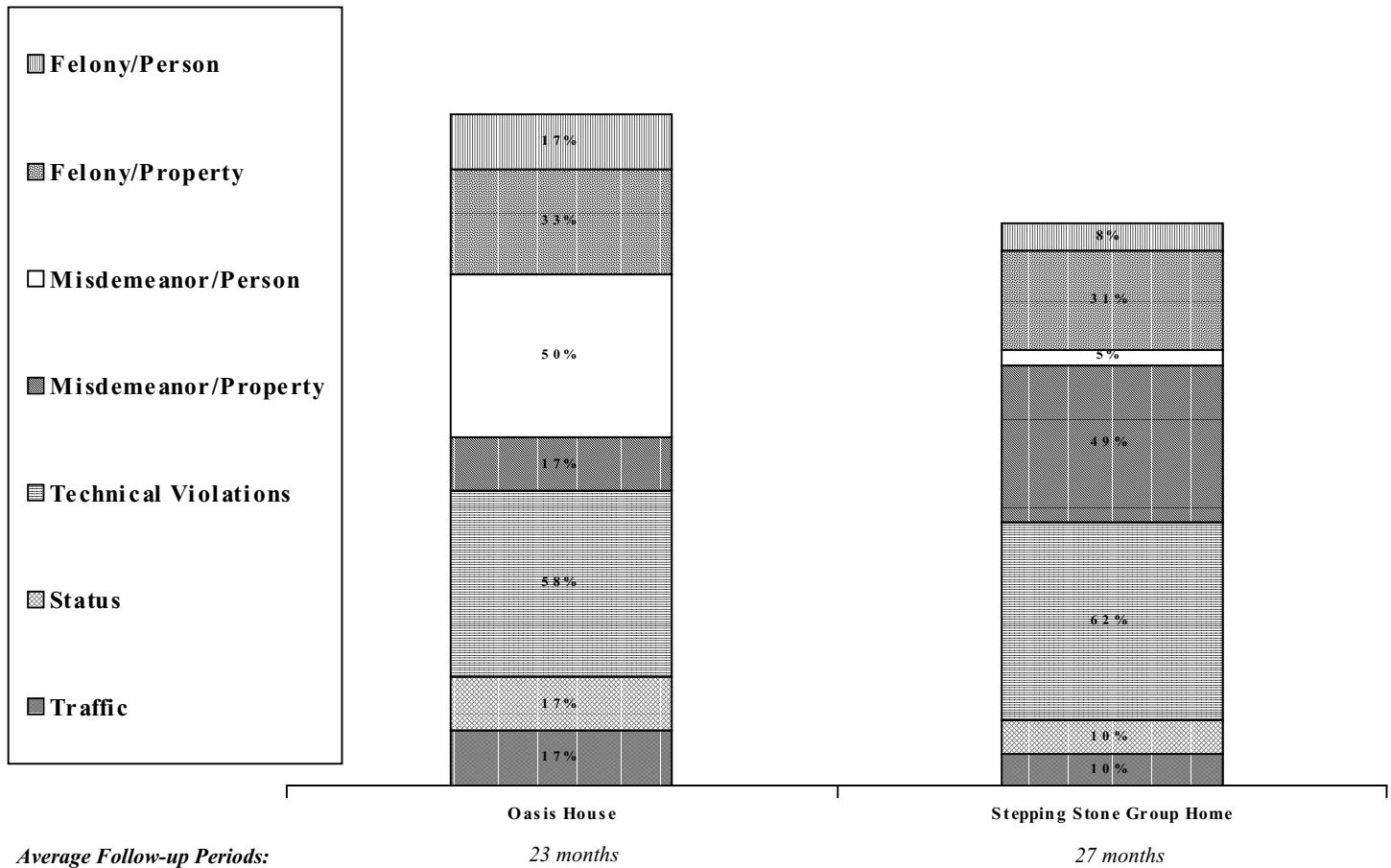
NOTE: Percentages in bars indicate the percentage of juveniles who committed each offense type after placement into the program. Many juveniles committed more than one type of offense after program placement; therefore, percentages within a program bar may exceed 100%. Taller bars indicate programs which contain greater proportions of juveniles who committed multiple offenses after program placement. If an offense type is not shown in a program bar, no juveniles in the program committed that offense type after being placed in the program.

D-2: Types of Convictions Following Intermediate Placements



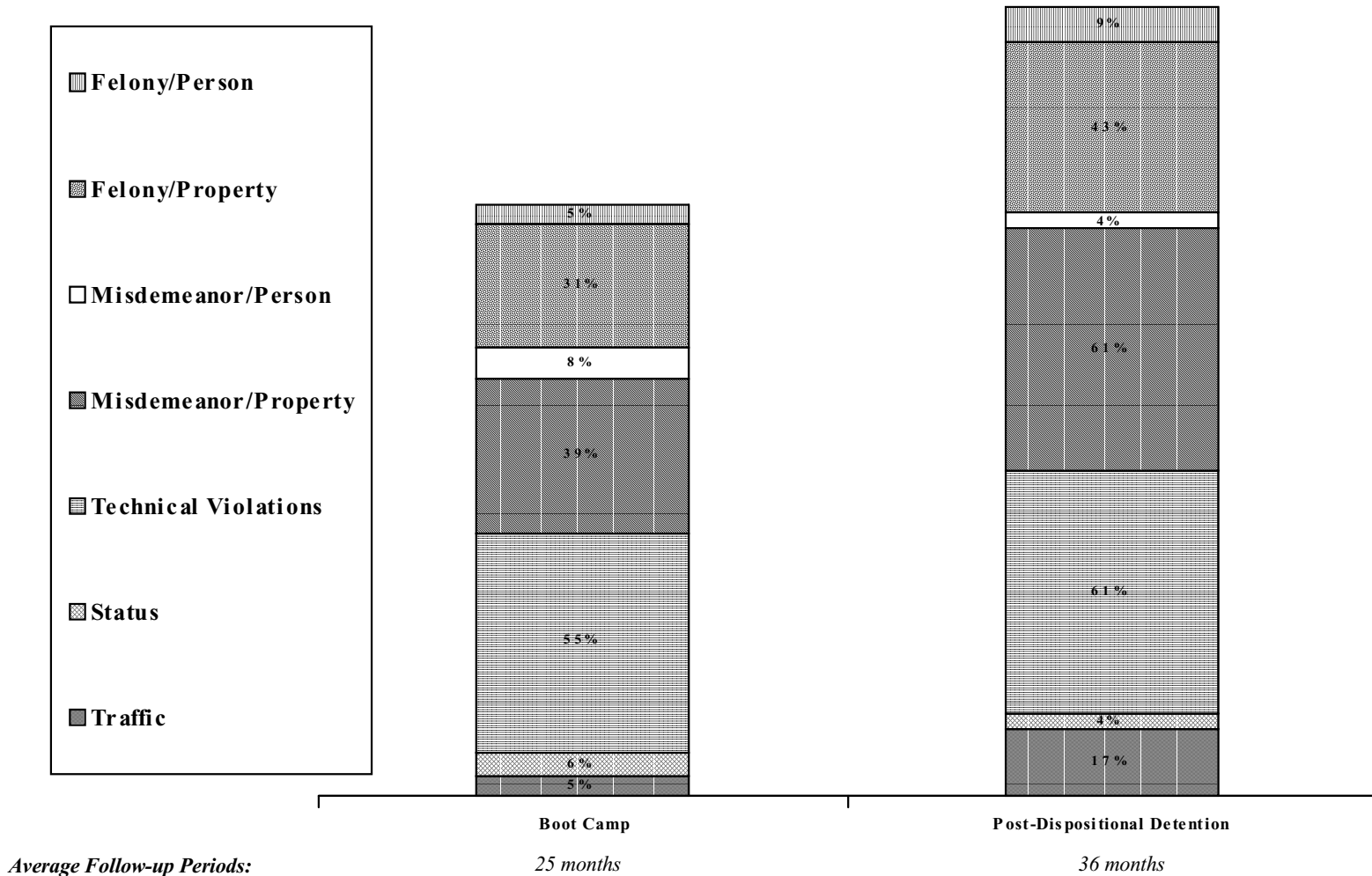
NOTE: Percentages in bars indicate the percentage of juveniles who committed each offense type after placement into the program. Many juveniles committed more than one type of offense after program placement; therefore, percentages within a program bar may exceed 100%. Taller bars indicate programs which contain greater proportions of juveniles who committed multiple offenses after program placement. If an offense type is not shown in a program bar, no juveniles in the program committed that offense type after being placed in the program.

D-3: Types of Convictions Following Alternative Placements



NOTE: Percentages in bars indicate the percentage of juveniles who committed each offense type after placement into the program. Many juveniles committed more than one type of offense after program placement; therefore, percentages within a program bar may exceed 100%. Taller bars indicate programs which contain greater proportions of juveniles who committed multiple offenses after program placement. If an offense type is not shown in a program bar, no juveniles in the program committed that offense type after being placed in the program.

D-4: Types of Convictions Following Secure Placements



NOTE: Percentages in bars indicate the percentage of juveniles who committed each offense type after placement into the program. Many juveniles committed more than one type of offense after program placement; therefore, percentages within a program bar may exceed 100%. Taller bars indicate programs which contain greater proportions of juveniles who committed multiple offenses after program placement. If an offense type is not shown in a program bar, no juveniles in the program committed that offense type after being placed in the program.

APPENDIX E

Levels of Restrictiveness Coding for Graduated Sanctions Analysis

Levels of Restrictiveness for Graduated Sanctions Analysis

<i>Type of Placement</i>	<i>Examples</i>
Pre-Dispositional Placements- these are only included when they are the sole dispositions for a juvenile's charge (Severity Level=1)	<ul style="list-style-type: none"> ▪ Electronic Monitoring ▪ House Arrest ▪ Psychological Evaluations ▪ Competency-Related Evaluations ▪ Attend School
Nominal Placements/ Suspended Sanctions (Severity Level=2)	<ul style="list-style-type: none"> ▪ Probation ▪ Curfew ▪ Reprimands/warnings ▪ All suspended sentences (including detention & DJJ) ▪ Mentoring ▪ Taken under advisement
Service/Treatment Placements (Severity Level=3)	<ul style="list-style-type: none"> ▪ Counseling ▪ Substance abuse treatment ▪ Psychiatric facilities ▪ Tutoring (general) ▪ Parenting classes ▪ In-home services
Immediate Placements (Severity Level=4)	<ul style="list-style-type: none"> ▪ Community service ▪ Restitution ▪ Fines ▪ Pre-Employment Skills Training Workshop ▪ Weekend Community Service Work ▪ Anger Management ▪ Project Payback ▪ Law Related Education ▪ Project Tutor ▪ Self-Esteem
Alternative Placements (Severity Level=5)	<ul style="list-style-type: none"> ▪ Oasis House ▪ Independent Living Program ▪ Rose Grier Youth Pavilion ▪ Harriet Tubman House ▪ Elk Hill Farm
Intermediate Placements (Severity Level=6)	<ul style="list-style-type: none"> ▪ Family Ties ▪ Spectrum/Family First Initiative ▪ ISP/EDT ▪ Project Excel ▪ Detention (time served and additional time)
Secure Placements (Severity Level=7)	<ul style="list-style-type: none"> ▪ Boot Camp ▪ Post-Dispositional Detention
Confinement (Severity Level=8)	<ul style="list-style-type: none"> ▪ DJJ ▪ Adult Jail ▪ Department of Corrections

APPENDIX F

Court Histories of Juveniles in Immediate, Intermediate, Alternative and Secure Placements

Table F1:
Number of Convictions Prior to Placement in Continuum Program

Immediate Placements						
Number of Previous Offenses	Anger Management (N=55)	Law Related Education (N=33)	Pre-Employment Skills Training Workshop (N=12)	Project Tutor (N=45)	Self-Esteem (N=11)	Weekend Community Service Work (N=55)
0	35%	52%	17%	13%	27%	0%
1 - 2	47%	39%	33%	64%	64%	58%
3 - 4	5%	6%	25%	16%	9%	29%
5 or more	13%	3%	25%	7%	0%	13%
Range of Offenses	0-6	0-5	0-10	0-9	0-3	1-12
Average Number of Previous Offenses	1.5	<1	3.0	2.0	1.2	2.7
Average Number of Previous Convictions Across Immediate Placement Programs=1.9						

Table F2: Number of Convictions Prior to Placement in Continuum Program				
Intermediate Placements				
Number of Previous Offenses	Family Ties (N=73)	ISP/EDT (N=216)	Safe Haven (N=10)	Spectrum/ Family First Initiative (N=17)
0	3%	0%	0%	12%
1 - 2	44%	39%	10%	53%
3 - 4	32%	30%	10%	24%
5 or more	22%	31%	80%	12%
Range of Offenses	0-13	1-20	2-12	0-9
Average Number of Previous Offenses	3.3	3.9	6.2	2.5
Average Number of Convictions Across Intermediate Placement Programs=4.0				

Table F3: Number of Convictions Prior to Placement in Continuum Program		
Alternative Placements		
Number of Previous Offenses	Oasis House (N=12)	Stepping Stone Group Home (N=39)
0	25%	0%
1 – 2	33%	28%
3 – 4	25%	23%
5 or more	17%	49%
Range of Offenses	0-6	1-12
Average Number of Previous Offenses	2.2	4.9
Average Number of Convictions Across Alternative Placement Programs=3.6		

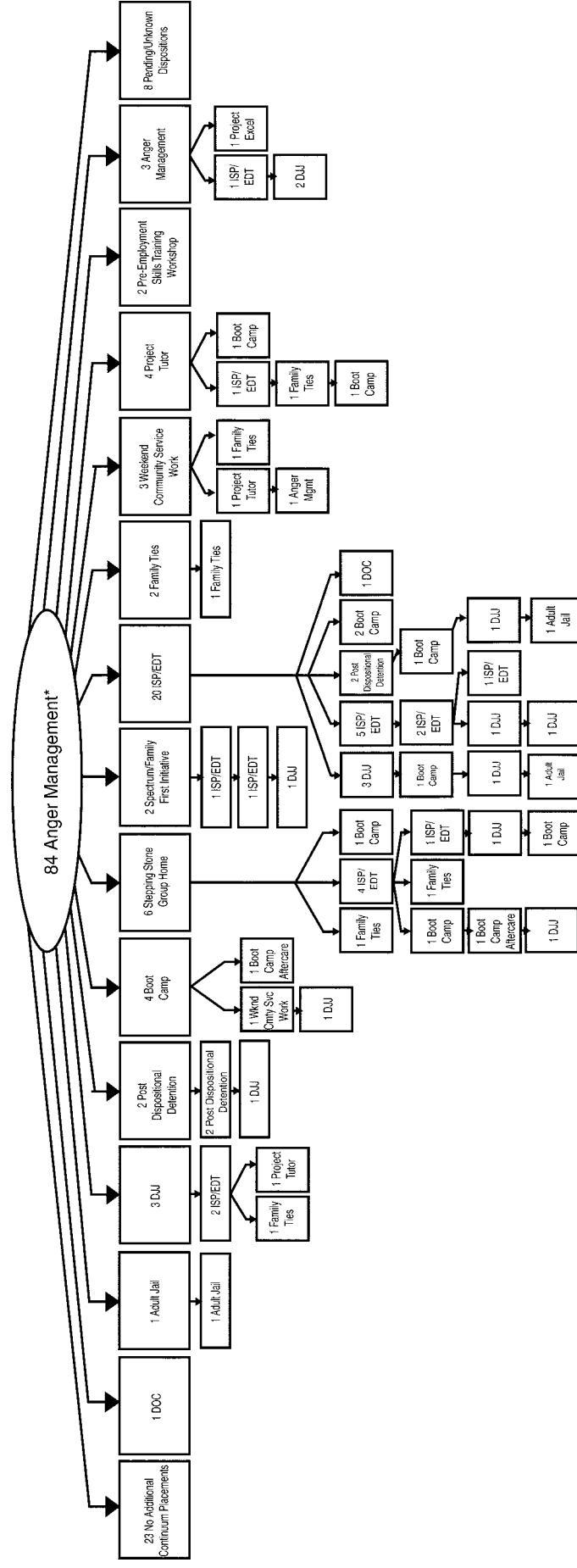
Table F4: Number of Convictions Prior to Placement in Continuum Program		
Secure Placements		
Number of Previous Offenses	Boot Camp and Aftercare (N=103)	Post-Dispositional Detention (N=24)
0	0%	0%
1 – 2	11%	13%
3 – 4	30%	17%
5 or more	59%	71%
Range of Offenses	1-18	1-21
Average Number of Previous Offenses	5.6	6.5
Average Number of Convictions Across Secure Placement Programs=6.1		

APPENDIX G

Movement Through Continuum Programs

Figure G-1

Tracking Dispositions of Juveniles in Anger Management



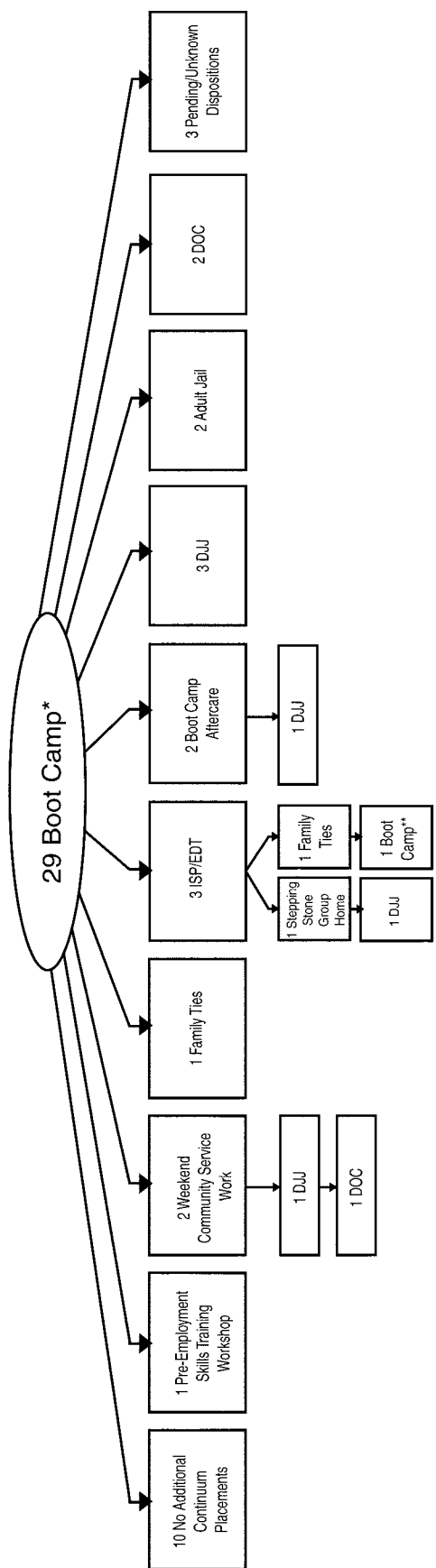
* Joint Placements

8 juveniles - Weekend Community Service Work

1 juvenile - Self esteem

*** Two juveniles were committed to the Department of Juvenile Justice prior to Anger Management**

Figure G-2
Tracking Dispositions of Juveniles in Boot Camp

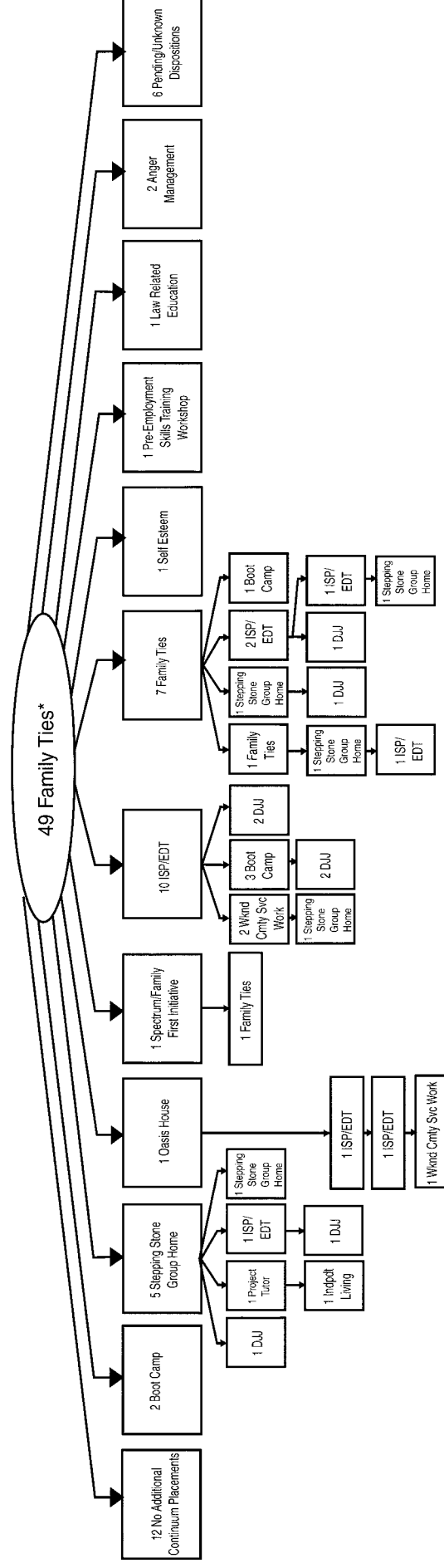


* Three juveniles were committed to the Department of Juvenile Justice prior to Boot Camp

** This juvenile did not complete Boot Camp the first time he was in the program

Figure G-3

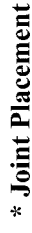
Tracking Dispositions of Juveniles in Family Ties



*** Joint Placements**

- 6 juveniles - Project Tutor
- 2 juveniles - Anger Management
- 2 juveniles - Weekend Community Service Work
- 1 juvenile - Independent Living
- 1 juvenile - Self-Esteem
- 1 juvenile - Self-Esteem, Project Tutor and Anger Management

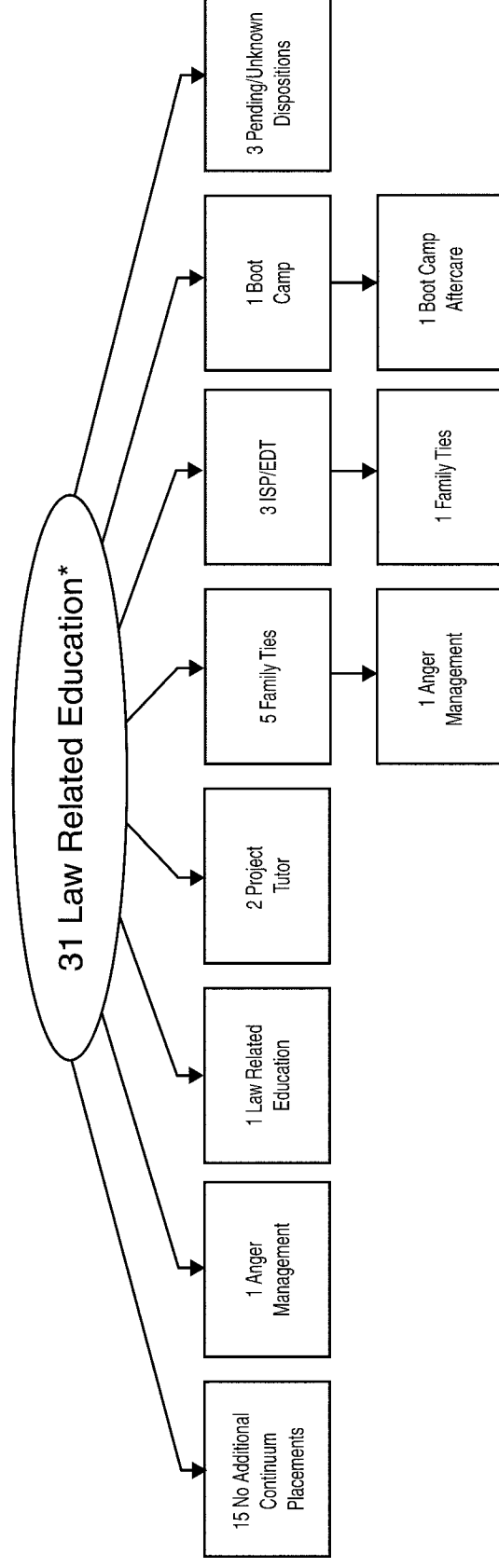
Tracking Dispositions of Juveniles in ISP/EDT



- # 1 juvenile - Pre-Employment Skills Training Workshop

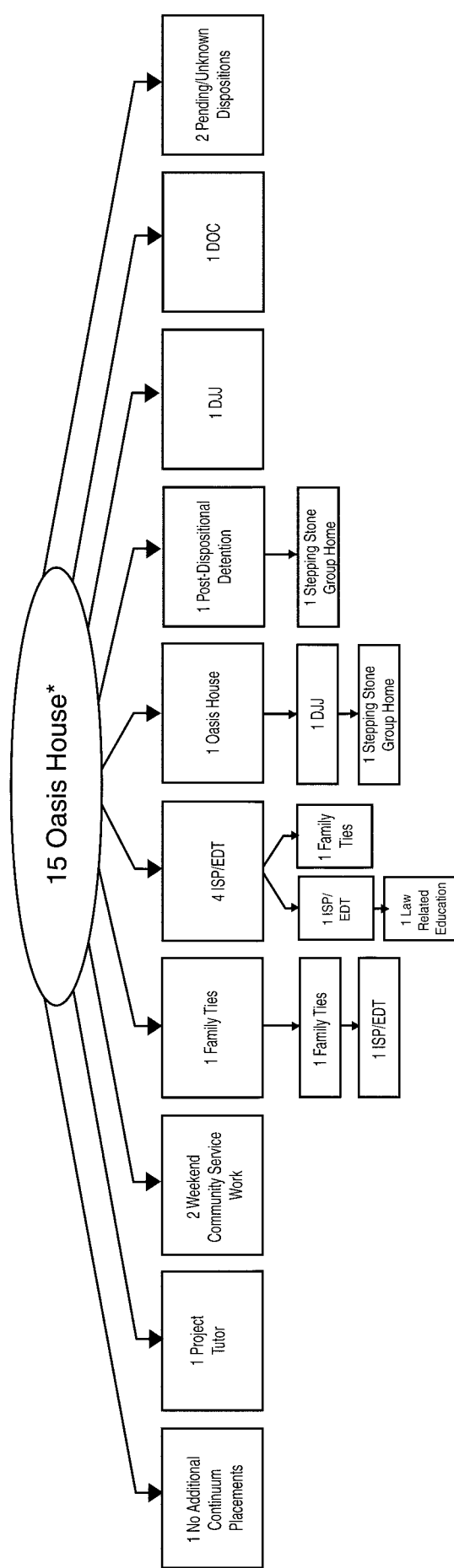
Figure G-5

Tracking Dispositions of Juveniles in Law Related Education



*** Joint Placements:**
2 juveniles-Anger Management
1 juvenile-Self Esteem
1 juvenile-Pre-Employment Skills Training Workshop and Self Esteem

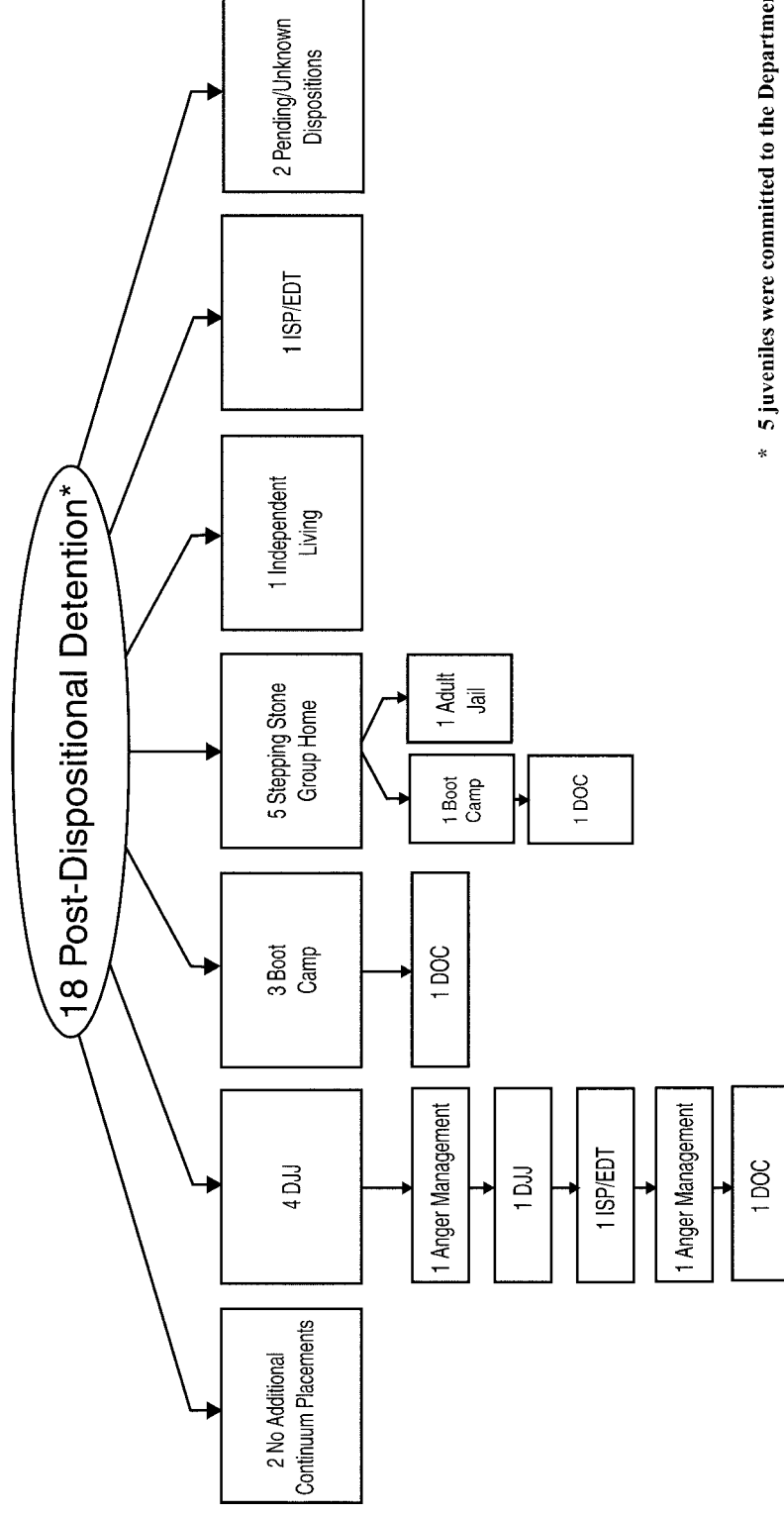
Figure G-6
Tracking Dispositions of Juveniles in Oasis House



*** Joint Placements:**
1 Juvenile - Project Tutor

Figure G-7

Tracking Dispositions of Juveniles in Post-Dispositional Detention



* 5 juveniles were committed to the Department of Juvenile Justice prior to Post-Dispositional Detention

Figure G-8

Tracking Dispositions of Juveniles in Project Tutor

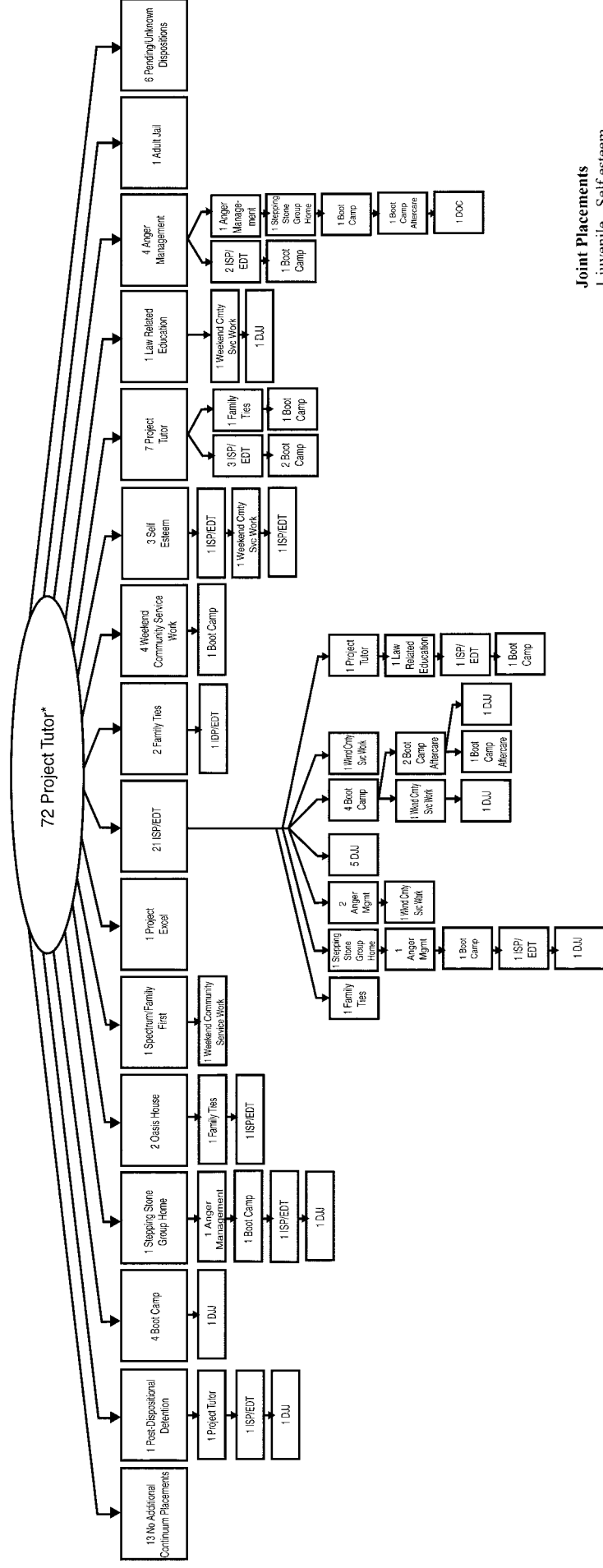
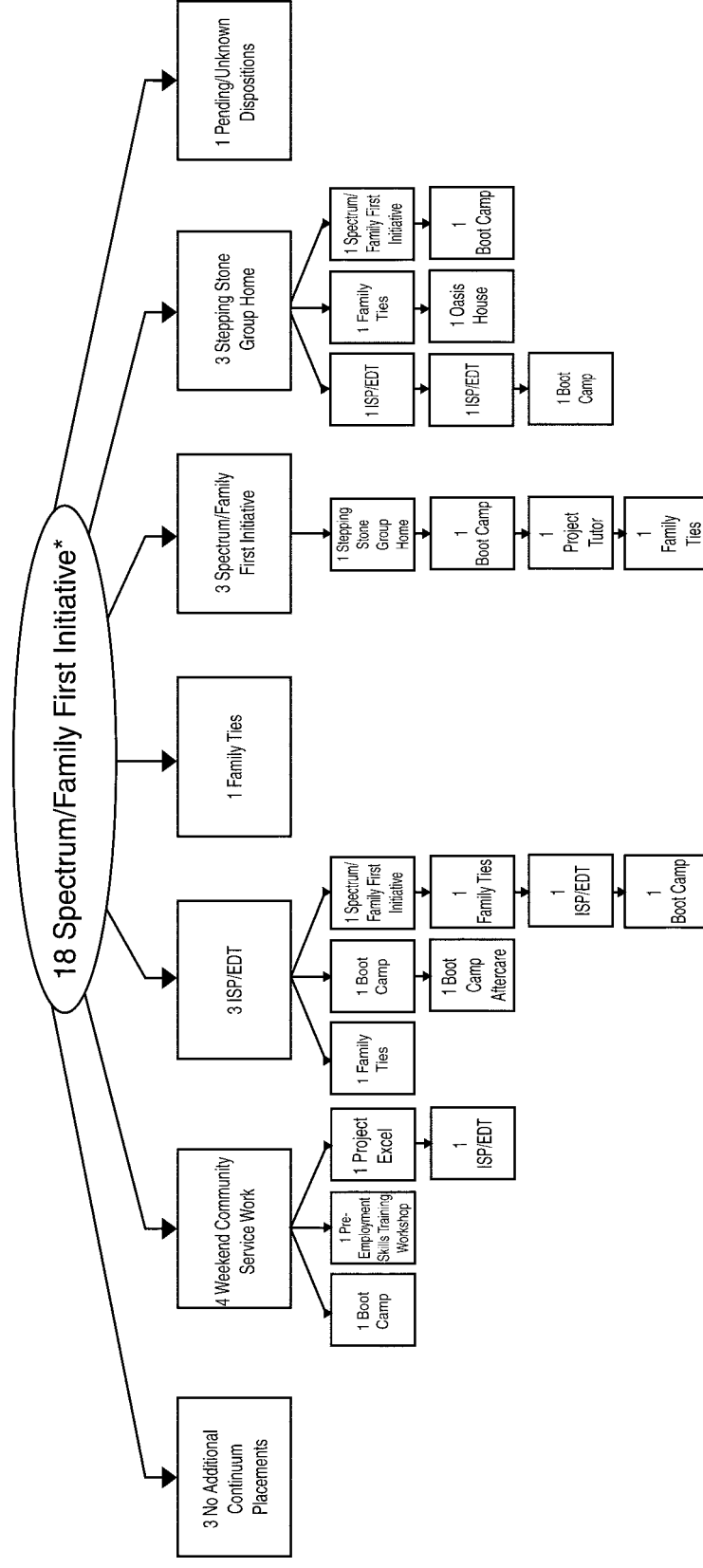


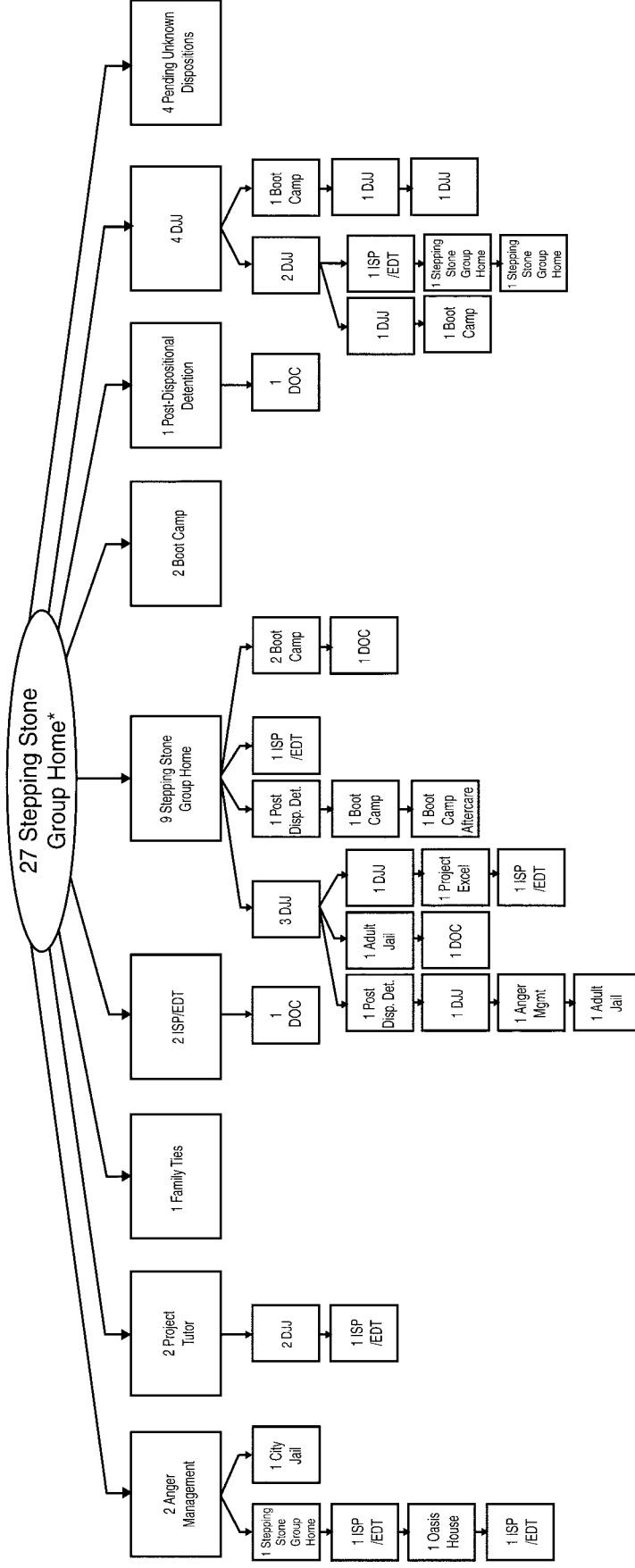
Figure G-9
Tracking Dispositions of Juveniles in the Spectrum/Family First Initiative



*** Joint Placements:**
 3 juveniles - Anger Management
 2 juveniles - Law Related Education
 2 juveniles - Project Tutor
****This juvenile was re-ordered to attend ISP/EDT three times**

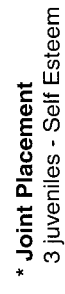
Figure G-10

Tracking Dispositions of Juveniles in Stepping Stone Group Home



* Four juveniles were committed to the Department of Juvenile Justice prior to Stepping Stone Group Home

Tracking Dispositions of Juveniles in Weekend Community Service Work



APPENDIX H

Glossary of Terms in Literature Review

Glossary of Terms

Cognition

A general term used to refer to higher mental processes, such as thinking and conceptualization; memory, representation, and mental imagery; perception and attention; reasoning and decision-making.

Cognitive Behavioral Therapy

A form of behavioral therapy that attempts to control anxiety and depression by teaching individuals more effective ways of interpreting and thinking about their experiences.

Modeling

Providing an example which can be imitated, such that the imitator is able to learn new styles of behavior.

Psychodynamic Counseling

A form of counseling based on Freudian principles which assumes that unconscious forces influence human behavior.

Rehearsal

A term used to mean practice, when applied to a memory task. Rehearsal is the repetition of the material to be learned. Rehearsal has two main functions: (1) It keeps information active in short-term memory, and (2) It promotes the transfer of this information into long-term memory.

Reinforcement

Strengthening the likelihood that a given behavior will occur by rewarding it.

Role-playing

Taking a particular role temporarily and behaving, as nearly as possible, like a person who actually holds that role. Role-playing is widely used in training situations and is an effective way of helping people understand what it feels like to have the given role. Role-playing also allows individuals to practice a role before being fully committed to it.

Social Learning

An approach to child development which states that children develop by learning from the people around them. Social learning theory emphasizes the processes by which children come to adopt the rules, norms and assumptions of their society.

APPENDIX I

Programs Identified by the Center for the Study and Prevention of Violence as Blueprints for Violence Prevention

Blueprints for Violence Prevention: Ten Model Programs³⁷

- Midwestern Prevention Project
- Multisystemic Therapy
- Big Brothers, Big Sisters of America
- Prenatal and Infancy Home Visitation by Nurses
- Functional Family Therapy
- Multidimensional Foster Care
- Quantum Opportunities Program
- Bullying Prevention Program
- Life Skills Training
- PATHS Program

³⁷ For specific information on these programs please refer to the following web site:
www.Colorado.edu/cspv/blueprints

